17569

NATIONAL LIBRARY
OTTAWA

CANADA

BIBLIOTHÈQUE NATIONALE
OTTAWA

NAME OF AUTHOR ...... GERARD O. KELLY ......

TITLE OF THESIS ...... A STUDY OF PARTICIPATION
IN COLLEGE GOVERNANCE ......

UNIVERSITY ...... U of Alberta ......

DEGREE FOR WHICH THESIS WAS PRESENTED ...... Ph.D. ......

YEAR THIS DEGREE GRANTED ...... 1973 ......

Permission is hereby granted to THE NATIONAL LIBRARY OF CANADA to microfilm this thesis and to lend or sell copies of the film.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

(Signed) ...... G.O. Kelly ......

PERMANENT ADDRESS:

520 Lakeshore Rd.
Beaconsfield
Quebe

DATED Aug 10 1973

NL-91 (10-68)

THE UNIVERSITY OF ALBERTA

A STUDY OF PARTICIPATION IN COLLEGE GOVERNANCE

by

© GERALD O. KELLY

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA
FALL, 1973

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "A Study of Participation in College Governance" submitted by Gerald O. Kelly in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

Konrad
Supervisor

R.G. McIntosh

R.V. Rasmussen

Richard C. Richardson Jr.
External Examiner

Date June 25, 1973

ABSTRACT

The purpose of this study was to inquire into the adoption of a participative approach to governance at Dawson College, Montreal. The evolution of structural arrangements for participation were reviewed and some functional aspects of the system of governance were discussed. The study described how students, faculty, administrators, and support staff were adapting to a participative form of organization. It also examined ways in which the principle of participation seemed to permeate several dimensions of college life.

Data were obtained from interviews with a cross section of college members, examination of college records and other documents, personal observation, and survey materials, gathered over a three month period as a participant observer at the College. Reporting of these data was facilitated by a framework which emerged from inquiry into two issues: a structure for governance, and a policy on faculty engagement. Further guidelines for organization of materials stemmed from discussion of participation and governance in the related literature.

The College, which began with short notice in 1969, opted for an evolutionary approach to development. The structure for governance, for example, evolved through the participation of college members over a two year period.

Two councils were established with representation from all college constituencies. Eventually these councils merged into one College Council which was in operation during the present research. Difficulties associated with the functioning of councils were related to sporadic attendance, inability to resolve problems effectively, and the question of defining council jurisdiction in an organization which was also implementing decentralized decision-making.

It was learned that for most students and faculty, important decision-making had been decentralized to the departmental level. Examination of participation at this level established that all departments operated with a degree of student-faculty parity as students were involved in activities such as the evaluation and engagement of faculty. Parity appeared to function better in departments where faculty assumed responsibility to encourage student involvement. Positive student-faculty relationships were viewed as one outcome of a participative approach and many faculty reported attempts to implement a participative style of teaching in the classroom.

The study revealed a precarious balance among a number of organizational factors apparently associated with participation and the College's unplanned development. It was suggested that the principle of participation engendered a climate characterized by freedom and excitement, but also one of frustration and organizational fragmentation. Persons identified strongly with the College and there was evidence of a great deal of individual iniative and creativity. Over time, however, college members also recognized a need for more predictability in their environment, and responded by taking measures to ensure more efficient operations in some areas of the College.

Finally, concern was expressed by the researcher that the College consider a proactive stance to future development. Such an approach may avoid unintended consequences to reactive change, and preserve the generally positive qualities of the existing college climate.

Dawson will continue to be aimless to some; the terms "chaos," "disorganization," and "confusion" will still be associated with the College; some of us will still be shocked by what we see and hear; we will lay ourselves open to judgement based on our failures more often than our successes. On the other hand, Dawson will continue to offer a climate in which a great variety of things are possible and in which the energy and creativity of many people will be challenged rather than thwarted. The price is high but promises high returns.

(Paul Gallagher, Annual Report, October, 1971)

ACKNOWLEDGMENT

This study would not have been possible without the cooperation and assistance which the writer received from the students, faculty, administrators and support staff, at Dawson College. Sincere appreciation is extended to all of them who aided in this research.

The author is indebted to Dr. Abram Konrad, his advisor, and to Dr. David Friesen, Dr. Gordon McIntosh, Dr. Ray Rasmussen, and Dr. Richard C. Richardson Jr.. A great deal has been learned from all of these persons.

Finally, the writer expresses sincere gratitude to his wife, Ann, for her demonstrated courage and constant support, and to his children Sarah and Craig, for their sharing in the task.

TABLE OF CONTENTS

CHAPTER PAGE

1. INTRODUCTION AND OVERVIEW OF THE STUDY 1

  INTRODUCTION 1

  STATEMENT OF THE PROBLEM 3

    The Problem 3

    Significance of the Study 4

    Definitions 4

    Delimitations 6

    Limitations 6

  METHODOLOGY 7

    Nature of the Study 7

    The College 8

    Research Procedures: Data Collection . . . 10

    Interviews 12

    Documentation 13

    Survey Data 14

    Methodological Note 16

  ORGANIZATION OF THE REMAINDER OF THE STUDY . . 16

2 RELATED LITERATURE IN PARTICIPATION AND GOVERNANCE 19

  INTRODUCTION 19

  PARTICIPATION: PSYCHOLOGICAL AND HUMAN RESOURCES PERSPECTIVES 20

    Psychological Foundation 22

    Human Resources Theory 23

CHAPTER PAGE

Implementation of a Participative Approach 28

Application of Participative Concepts in Education 30

COLLEGE GOVERNANCE: AN OVERVIEW 32

What is Governance? 32

Changing Patterns of Governance 34

Participation in Governance 35

Conceptual Models of Governance: Two Extremes 39

SUMMARY 42

3. STRUCTURE FOR GOVERNANCE: AN EXPERIMENT IN PARTICIPATION 44

INTRODUCTION 44

FOUNDATION FOR A PARTICIPATORY APPROACH . . . 45

Early Developments 45

The Dawson Approach: A Starting Point . . 46

PROPOSALS FOR GOVERNANCE: COMMUNITY INVOLVEMENT 47

The Commission on Structures 48

The Commission's Report 52

Ad-Hoc Structures 54

The Negotiating Committee on Structures . 56

White Paper on Governance 60

PROBLEMS WITH CHOOSING A MODEL FOR GOVERNANCE 64

Resurrection: A Pattern for Dawson College Government 65

CHAPTER PAGE

First Referendum: Tri-Council System . . . 66

A Second Referendum: Alternative Models of Governance 71

THE COUNCIL SYSTEM: OPERATION AND ADJUSTMENT 73

The Resources Council 75

The Academic Council 79

The College Council 82

The Board of Governors 88

SUMMARY AND ANALYSIS 90

4. PROCESS OF GOVERNANCE: DEVELOPMENT OF A POLICY ON FACULTY ENGAGEMENT 97

INTRODUCTION 97

INITIAL TERMS OF FACULTY ENGAGEMENT 100

Adoption of Interim Evaluation Procedures: Student and Faculty Input 101

Environmental Conditions 104

PROPOSALS BY THE BOARD AND COLLEGE COUNCILS . 106

Academic Council Task Force 106

Environmental Conditions Affecting The Development of Future Policy 110

The College Councils Position on Faculty Engagement and Re-engagement 115

THE POLICY IN PRACTICE 119

SUMMARY AND ANALYSIS 124

5. PERSPECTIVES ON THE PARTICIPATIVE APPROACH . . 129

INTRODUCTION 129

Emphasis on Participation 129

Educational Value of Participation 131

CHAPTER PAGE

DIMENSIONS OF PARTICIPATION 132
  A Measure of Participatory Governance . . 132
  Levels for Participation 133
  Importance of an Opportunity to Participate 138
  Changing Styles of Participation 139
STUDENT-FACULTY PARITY 143
  Parity: Operation at the Departmental Level 143
  Attempts to Improve Student Participation 146
  Student Reactions to Participation . . . 149
  Faculty Reactions to Student Participation 154
ADMINISTRATIVE AND ORGANIZATIONAL CONCERNS 155
  Administrative Style 155
  Coordination: Role of Sector and Department Chairmen 162
  Participation: The Service Departments . 163
SUMMARY AND ANALYSIS 168
6. A PARTICIPATIVE CLIMATE 172
INTRODUCTION 172
THE DAWSON APPROACH: A COLLEGE "SAGA" . . 173
GENERAL IMPRESSIONS OF CLIMATE 177
  Changing Climate 181
THE CHALLENGE OF FREEDOM 184
  A Measure of Freedom 185
  Coping with Freedom 186

CHAPTER PAGE

THE INDIVIDUAL AND THE COLLEGE 189

FINAL COMMENTS ON THE DAWSON APPROACH . . . 195

SUMMARY AND ANALYSIS 198

7. SUMMARY, CONCLUSIONS AND IMPLICATIONS, AND SUGGESTIONS FOR FURTHER RESEARCH 203

SUMMARY 203

CONCLUSIONS AND IMPLICATIONS 209

Structural Arrangements for Governance . . 209

Cultivation of an Open Climate 214

Implications for Implementation of a Participative Approach to Governance . . 225

BIBLIOGRAPHY 232

APPENDIX A. THE DAWSON APPROACH 242

APPENDIX B. INTERVIEW GUIDE 246

APPENDIX C. ITEMS USED FROM THE DAWSON COLLEGE SURVEY ON GOVERNANCE 248

APPENDIX D. ITEMS USED FROM THE "PROJECT DAWSON" QUESTIONNAIRE 251

APPENDIX E. PATTERN FOR DAWSON COLLEGE GOVERNMENT . 253

APPENDIX F. NOTES: COLLEGE PRESIDENT'S MESSAGE . . 263

LIST OF TABLES

Table		Page
1.	How is Parity Manifested in Your Department: Student Responses	150
2.	What do You Understand of the Dawson Approach? Student Responses	175

LIST OF FIGURES

Figure		Page
1.	Evolution of College Governance	74
2.	Comparison of Attendance: College Governing Bodies	78
3.	Administrative and Governance Organization of the College	93
4.	Interaction of Governing Bodies in the Development of a Faculty Engagement Policy, 1969-1973	98
5.	Faculty Engagement, Evaluation and Re-engagement Procedures	117
6.	Reported Participation at Departmental and College Levels	135
7.	Matrix Model of College Organization	213

CHAPTER I

INTRODUCTION AND OVERVIEW OF THE STUDY

I. INTRODUCTION

One of the most challenging of the current issues facing the community college is the question of member participation in college governance. A survey of the literature on governance indicates increasing concern for student and faculty involvement in the college decision-making process although implementation of a participative mode of operation varies widely from one college to another. It is assumed that we are experiencing a trend towards experimentation with more participative forms of organization within colleges and in other kinds of organizations as well. The reasons for this trend are cited by Bennis (1966) as due not only to a concern for new humanistic values but also a recognition of the need for organizations which can adapt to a rapidly changing environment.

Colleges are in the midst of this changing environment, but for those attempting to adopt a participative form of governance few guidelines are available based on the experiences of other colleges. It would appear that colleges which embark on this path must rely basically on intuitive guidelines and a high degree of conviction while coping with the uncertainties evolving from surroundings in which new organizational relationships are being worked out. Recognizing the problems encountered, but also supporting the potential benefits to be gained from such an exercise, Morris Keeton (1971:113) advises:

> The potential of a campus using its faculty, staff, student and administrator competencies in governing may be far greater than that of a less democratically conducted campus; but to govern in this way is clearly more complex and difficult in the short run than usual ways. Only campuses that invest substantially in this more complex effort can realize that potential.

Research indicates increased desires for student and faculty involvement in governance (Riess, 1970; Day, 1971; Jeffares, 1971) but little is known about the actual functioning of this dimension of college operation. As Harold Hodgkinson, a recognized authority on governance, points out:

> At the moment, much of the research on governance consists of large scale attitude surveys, done without corroborative interviews and field research . . . Research on governance needs to develop ways of integrating different kinds of data . . . (Hodgkinson, 1971:12).

He suggests a need for research to be more useful to practitioners by emphasizing; firstly, that the roles played by various actors in governance, as well as the processes by which people perform these roles, be studied; secondly, rather than concentrate on decision-making, research on governance should focus on the entire flow of behavior, beginning with initiation of an idea, the transition of an idea into policy recommendations, their approval, ratification, implementation, evaluation and modification; and thirdly, that there is a need to study the effect of participation in governance on those who participate, and on the institutional environment. Finally Hodgkinson notes:

> Some of this research will not be considered "proper." Purists will find it dirty, and will not want to share their Olympian heights with the practitioners and their pedestrian ways. Graduate students who suggest such research strategies for dissertations may have difficulties with their committees. Proposals based on these notions may not get past review panels. But, keeping in mind the impact of more conventional research on governance practices, one is struck with the next question: what is there to lose by trying new ways? (Hodgkinson, 1971:12).

The general focus of this study was to examine governance as it functioned in a college, much in the manner which Hodgkinson has suggested.

II. STATEMENT OF THE PROBLEM

The Problem

The purpose of this case study was to examine the adoption of a participative approach in college governance. The particular aims of this research within the context of one college were:

1. To describe the evolution of structural arrangements for governance which accommodate participation.
2. To examine the process of governance and how the structural arrangements function in resolving college issues.
3. To describe how college members participate in

governance and to review the problems experienced by the college with this form of governance.

4. To determine opinions about and reactions to, the participative process within the college and the extent to which it had a bearing on the broader college climate.

Significance of the Study

The study examines the dynamics of a college in the midst of experimenting with participation in governance. No specific plan had been laid for participation as the format was to emerge from the experience itself. Insights gained from a review of college developments may be useful to other colleges embarking on a participative approach. Significantly, the College in which the analysis was carried out should also benefit from this reflection of its operation.

Definitions

Governance. In this study, governance is to be considered in its broadest sense. The term encompasses three interdependent organizational dimensions of structure, process, and climate which are related to problem-solving within a college. Hodgkinson (1971) emphasizes the organizational structure and process dimensions of governance while Foote and Mayer (1968) expand on this, pointing to a transactional relationship between structure and process dimensions effecting a quality of campus climate.

> The manner in which governance operates, procedures it follows, and the spirit in which it treats problems and people in turn shapes the college (climate). . . . It is itself a method of educating those who participate in it and those who are affected by it (Foote and Mayer 1968:16).

Foote and Mayer also contend that the concept of governance is not restricted to one level of the organization but applicable to human interaction at all levels.

College climate. In the context of this study, college climate is defined as the organizational "character" of the college. A college with a closed climate is defined as one which is administered along bureaucratic lines, with rigid rules, reliance on coercive control, and considerable emphasis on the institutional dimension of organization. A college with an open climate is defined as one which is administered along democratic lines without rigid rules, reliance on normative control, and in which considerable emphasis is placed on the importance of the individual in the organization (Marshall, 1970).

College members. For purposes of this study, and in keeping with college policy, students, faculty, administrative support personnel (ASP), and governors are defined as college members (see Dawson Approach, Appendix A).

Participation. Katz and Kahn (1966:381) define participation as "the engagement of the individual in the system so that he is involved in decisions which affect him as a system member." Further clarification of this term is offered by French et al. (1960) who distinguish between participation (direct) and perceived opportunity to participate (indirect). In this study, when the term participation is used without further qualification it means direct involvement in a problem-solving activity related to governance.

Delimitations

The study was designed to examine institutional governance and was confined to those matters occuring within the internal operation of one college. Only those activities related to the day division were examined. No attempts were made to study the effects of differences in program i.e. preuniversity and technology, on the perspectives of persons within these programs. Also no attempts were made to study the specific effects of a multi-campus operation on the system of governance although some of the difficulties encountered become apparent in related discussion.

Limitations

The study focussed on a broad pattern of governance as it functioned in one college and data collection was limited to the resources of a single researcher over a period of three months.

The researcher had two years experience with the college as a counsellor-animator and administrator. Consequently it was necessary to take steps to guard against the possibility of bias. An advantage of having previous contact with the organization was that the researcher was privy to many meetings, planning documents, and committee reports which facilitated the work of data collection for the study.

III. METHODOLOGY

Nature of the Study

A case study method employing anthropological and participant observation techniques, was used in this investigation. A general framework for research was established beforehand, but specifics emerged as the investigator became acquainted with the organization. Good (1972:328) suggests the case study approach serves to deal with all pertinent aspects of a unit with a view towards making a comprehensive analysis. According to Jackson (1968:175), "techniques of participant observant and anthropological field study are among those receiving greater attention from educational researchers." Research of this nature may aid in formulation of new concepts or a framework within which to carry out controlled experiments later (Helmstadter, 1970:49).

The nature of the problem, the examination of participation in governance, necessitated a macroscopic perspective of the organization. Therefore description and analysis were oriented towards a vertical picture of the organization which cut across several levels. Groupings such as students, faculty and administrators, and functional units such as the classroom, departments and college-wide bodies were examined as they relate to the overall system of participatory governance, but none of these levels was explored in depth.

The College

The college selected for this study was Dawson College in Montreal, Quebec. Since its inception in 1969, the College had been experimenting with member participation in college governance. It was chosen on the basis of its stated objectives for broad participation and involvement in the life of the College. And due to its short history, many of the persons associated with the founding of the College were still there and could provide first hand experiences about the participative process.

The following are some of the parameters within which the College operated. Dawson College is an urban college offering primarily two-year pre-university programs, and three-year career, or technology programs. In 1972-73, it employed three hundred and seventy-five faculty and one hundred and sixty administrative support personnel. The student population was 5,000,[1] spread over three campuses.

In Quebec, the College is known as a CEGEP or "public college of general and vocational education" and is one in a system of thirty-eight colleges developed between 1967 and 1972. The CEGEP's are now integrated into the educational system to the extent that they provide the only route to university within the province. Centralized control of the system exists to the extent that curriculum guidelines and college budgets must have Department of Education approval. Also, salary scales and some working conditions for faculty are negotiated at the provincial level.

---

[1] Annual Report, October 1972.

Guidelines for governmental organization of colleges were outlined in the "General and Vocational Colleges Act," 1967, which called for each college to establish two major bodies, a Board of Governors and an Academic Council. The Board was to be composed of nineteen persons: five external governmental appointees, four parents designated by parents; four faculty designated by faculty; two students designated by students; two persons designated by the College; and the president (director general) and the academic dean (coordinator of educational services). Stipulations for the Academic Council were that it include the "academic dean," and at least three members designated by the professors of the College. This "democratic" approach to organization stemmed from the philosophical orientation of the province's recently completed Parent Royal Commission of Inquiry into Education in 1966.

The focus of this study was on Dawson College's efforts to operationalize these guidelines through an evolving form of participatory governance. The investigation was carried out at the college from November 1972 through February 1973.

Research Procedures: Data Collection

The data gathered in the course of this study were obtained from such sources as interviews, documents and records of various kinds, personal observation and surveys.

Knowledgeable persons. The main research procedure at the outset entailed the identification of "knowledgeable" persons in the College who would in turn identify key issues which could be traced to portray the structure and process of participation in college governance.

The "selection of respondents" method discussed by Seltiz *et al*. (1965:55) was employed. This process began by asking randomly selected individuals to suggest the names of persons who would likely "know what is going on" within the college. This procedure enabled the investigator to develop a composite of thirty persons. The listing was refined to include twelve persons most frequently mentioned. In rank order, this group included:

1. administrator
2. administrator
3. administrator
4. faculty
5. faculty
6. ASP
7. faculty
8. student
9. ASP
10. faculty
11. student
12. administrator

Key issues. The "knowledgeables" were asked to identify what they considered to be some of the key problems or issues faced by the College past or present, and to point out persons who were associated with these issues. Those issues most frequently mentioned were as follows:

1. Evolution of college governance
2. Faculty engagement policy
3. College expansion
4. Departmentalization of the College
5. Operation of college service units
6. Facilities planning.

Of these issues, the first two were selected for further exploration on the basis of their weighting by respondents. They were also deemed appropriate to use as guidelines for examination of the problem outlined previously. The question of governance was one which faced the College from the beginning as one of the first tasks confronting college members was to create a structure for governance. Faculty evaluation was underway during the time of this research and an opportunity was provided to observe the process. Evaluation was part of a larger policy of faculty engagement, evaluation and reengagement which was developed by the major governing bodies.

Persons designated as being associated with the resolution of these issues were contacted for interviews and documentation related to the questions was examined.

Interviews

The purpose of the interview was two-fold: to gain information about issues, and to assess people's attitudes towards the participatory process adopted by the College. Interview methods followed a combined "focussed" and "depth" technique as proposed by Good (1972:244). The focussed interview concentrates attention on an event or experience through a set of loosely structured questions; the depth interview places more emphasis on "psychological and social factors such as attitudes, convictions or emotions." An interview guide is included in Appendix B.

As suggested by Helmstadter (1970), interviews were recorded by note-taking; in addition, some key interviews were tape recorded and transcribed later. In cases where direct quotations were used in the thesis, persons were contacted in advance to verify the accuracy of the quotation.

Besides specific persons associated with the issues it was desirable to contact a number of other people representing a cross section of the College for their viewpoints. These included: students and faculty who were active in college affairs; persons identified as non active; former students, faculty and administrators, and selected persons in official college positions such as departmental and council chairmen.

In total one hundred and seven persons were interviewed over the period of three months. The number and grouping of persons interviewed are listed below:

Group	Number of Persons Interviewed	Group	Number of Persons Interviewed
Students: Present.	27	Administrators: Present.	8
Former..	7	Former..	3
Faculty: Present.	35	Administrative Support Personnel.......	9
Former..	6		
Library..........	3	Board of Governors (External Members)......	3
Audio-Visual.....	2		
Student Services.	4		
		Total	107

Several other college members were also contacted on an informal basis either individually or in groups. It should also be noted that eleven members of the board were interviewed, but eight of these were internal members and have been included in other groupings.

Documentation

In support of the information gathered from interviews, further data were gathered from analysis of the following documentation:

Reports from city and college newspapers

Minutes of board and council meetings

The College's daily bulletin

Memoranda

College calendars

College committee reports

Internal college projects.

Survey Data

To corroborate impressions gained from interviews and to determine the extent to which certain perspectives might be generalizable, three instruments were employed in this study.

1. College Survey. Near the conclusion of the study it was decided to corroborate interview impressions by surveying the degree to which some interview statements were shared by other members of the College. It was also considered desirable to have more substantive data on patterns of participation and perceived influence of college members. A survey instrument was devised which included for the most part, statements made by interviewees about some aspect of college governance. The remaining items were adopted from Baldridge's (1971) study on governance. A group of ten persons, including representatives from all groups within the College, examined the survey and suggested changes. In view of the secondary role this instrument was to play in the study, no further validation was performed.

The survey was administered to a random sampling of one hundred students and faculty through the internal college mail and by personal contact. Twenty-five ASP and nine administrators were also contacted and asked to complete the survey. Usable returns were as follows:

Group	Number in Sample	Number Returned	Percentage Returned
Students	100	70	70
Faculty	100	58	58
Administrators	9	7	78
ASP	25	18	72
Total	234	147	66

The high rate of return for students as compared to faculty was possibly due to the fact that most students were contacted personally. Also, considering the survey was lengthy (six pages) and asked for comments on each item, the overall return of sixty-six percent was regarded as high. Survey items used in the thesis are included in Appendix C.

2. Project Dawson Questionnaire. The questionnaire was developed as part of a class project by a group of Dawson students in a political science course. It was distributed to students throughout the College and approximately three hundred were returned. This researcher was able to be of some assistance in the project and a sampling of materials from the questionnaire provided additional information for this study. Questions abstracted from the Project Dawson Questionnaire are included in Appendix D.

3. The Institutional Functioning Inventory (IFI).

The Freedom subscale and the Democratic Governance subscale of the IFI (1970) were administered to a random sampling of fifty students, fifty faculty, and nine administrators. Forty-two forms were returned by students, thirty-six by faculty, and seven by administrators. The scales were not administered to support personnel because the IFI did not take this grouping into account.

Methodological Note

A great deal of research for this study was carried out by informal means--by unstructured interviews, observation, perusal of documents, and surveys. The material produced in this manner was a somewhat disordered aggregation of information related to the adoption and operation of a participatory approach to governance; but by this means, a rich fund of information was accumulated.

Interview materials were put into order through an analysis in which a series of themes or topics were derived. This procedure furnished a cross reference according to both topic and interviewee. Convergence of all research information was achieved by means of a framework provided by the issues which were examined, and by the previously defined dimensions of governance.

IV. ORGANIZATION OF THE REMAINDER OF THE STUDY

The second chapter of this study is devoted to an examination of the literature related to participative forms of organization and to a review of the concept of governance. In the following chapters various dimensions of governance are explored. Structure and process of governance within the College are reviewed via examination of issues. Discussion also centers on the participative process and its relationship to attitudes and the college environment.

In arranging the materials for chapters three and four, an elementary "systems" framework was employed as a background guide for writing. The framework assisted in establishing relationships between key persons or groups, related environmental conditions or events, and new developments in the particular issue.

Chapter three reviews the first issue: evolution of an organizational structure for governance and the founding of a participatory approach within the College. It looks at the early publicity given to the College, and the foundation of college committees concerned with organizing a system for governance. It also discusses some of the logistical problems associated with determining college-wide consensus on an issue. The last part of the chapter reviews the operation and adjustment of college governing bodies.

Chapter four focusses on the process of governance through examination of the faculty engagement issue.

Interaction of college-wide bodies, departments, and individuals are traced in the formation of a policy for faculty engagement, evaluation and re-engagement. The chapter reveals a number of organizational questions which are seen as side effects of the participative process.

Chapter five deals in detail with questions of applied participation within the College. Included are: a review of how college members participate, an assessment of the operation of student parity, and a discussion of participation from the perspectives of faculty, students, administrators, and persons in supportive services. Attitudes of college members and the college climate engendered by the participative approach are described in chapter six.

The final chapter includes a summary of the study, some conclusions drawn from the data collected and the observations made in the course of the investigation, and some recommendations for further research in more specific areas related to participatory governance.

CHAPTER 2

RELATED LITERATURE ON PARTICIPATION AND GOVERNANCE

I. INTRODUCTION

The concept of participation is presently prominent in organizational literature related to both industry and higher education. It stems from roots in democratic ideology where individuals affected by decisions share in making those decisions. In industry, reference is made to such terms as participative management, and industrial democracy; in education one is confronted with the question of shared authority in decision-making and participation in governance. Although educational administrators are faced with limited knowledge as to the why and how of participation, recent writers on college governance (Bender and Richardson, 1972:1) point out that human resources concepts of management, based on new knowledge in the behavioral sciences, may be useful to colleges concerned with this problem.

It is advocated by these educators that principles of participation, and associated concepts considered to contribute to individual and organizational development, are more than a mere concern for democratic ideals; they have definite application to emerging models of college governance.

The movement towards greater student and faculty involvement in governance is well documented in the literature on higher education (McGrath, 1970; Hodgkinson, 1970, 1971; Mayhew, 1969) and is not further reviewed here. The focus of this chapter is on the principle of participation as developed in psychological and human resources literature and its application to participative models of college governance.

II. PARTICIPATION: PSYCHOLOGICAL AND HUMAN RESOURCES PERSPECTIVES

Several writers on organizational life (Bennis, 1966; McGregor, 1960; Maslow, 1965) advocate that our culture is at a stage of development where it is now mandatory for organizations to concentrate more on the social psychological development of members. Central to this argument is the notion that persons must be able to influence, or participate in, those decisions which they perceive as important. In industry, Tannenbaum (1966:94) stresses that participation is particularly effective in creating a work environment that enhances motivation and is psychologically rewarding to members. In college governance, Richardson et al., (1972:9) suggest that "Within the participative model, everyone is expected to grow, change, and develop." How does the principle of participation relate to these outcomes? This question forms a central theme for this chapter.

It seems that a positive approach to participation has moved into educational administration literature more slowly than it moved into industrial management where participative management, or human resources theory, originated. An understanding of the role of participation may be advanced by considering briefly the nature of human resources theory and the psychological concepts underlying this theory.

Douglas McGregor (1960) asserts that the assumptions we make about human motivation and behavior act as axioms for policy and practice in management and also explain much about consequent organization structure, leadership behavior and control mechanisms. The two opposing assumptions are expressed in his theory X and theory Y. Theory X maintains that man is motivated by material needs; he needs external controls and directions, and left to his own devices, he will perform at a minimum level. McGregor's theory Y assumptions; man is motivated by both material and psychological needs to self-actualize, and he will practise cooperation and self-control in settings where there are objectives to which he is committed; were influenced by his own personal experiences and his understanding of new developments in humanistic psychology.[1]

Psychological Foundation

Humanistic psychology adopts a viewpoint of man as an "open systems model" (Thompson and Van Houten, 1971) where his behavior is viewed as a result of a transactional relationship between the person (internal) and his environment (external). A key concept is that of man's own personal growth being dependent on his interaction with others in his social environment. Some basic principles of interdependence associated with humanistic psychology serve to illustrate the conceptual relationship between intrinsic motivation and cooperative activity which underlie theory Y. These are outlined as follows:

1. Behavior is a function of the meaning or perception of events in a person's perceptual field. And perception is mediated by one's self-concept (Combs and Snygg, 1959).
2. Self-concept, "constitutes a person's picture of who he is and who he is in the process of becoming. It is generally regarded as having two components: a private picture or estimate of the self, plus a view of the self which is reflected in the way others behave toward the person"(Thompson and Van Houten, 1970:53).
3. A person is intrinsically motivated towards self-actualization in that "we are continuously seeking to make ourselves ever more adequate to cope with life" (Combs and Snygg, 1959:28). Or, as stated by Thompson and Van Houten "man

---

[1] This psychology is also known as: Third Force psychology (Maslow, 1954) or perceptual psychology (Combs and Snygg, 1959) (Rogers, 1961).

maneouvers in his environment to attain the most favourable self-conception he perceives to be possible." This process of continually trying to improve one's self-concept is referred to as the growth principle underlying the process of self-actualization.

4. Self-actualization is a socialization process in which one is dependent on successful interactions with others for his own personal psychological growth. Others, includes identification with persons, institutions and society.[2] Man is selfish only to the extent to which the self has failed to grow by identification with others (Combs _et al_., 1971:218).

Given this psychological model, freedom, responsibility and concern for others are an outgrowth of cooperative, interdependent relationships. Because self-actualization is also a socialization process, an individual's requirement for freedom does not mean he is free to do just as he pleases. The moment he interacts with another person, his personal growth must take the other into account (Kelley, 1962:324). A similar concept--freedom and responsibility--has been proposed by Fromm (1941).

Human Resources Theory

Leavitt (1965:1154) suggests that concepts of interdependence from humanistic psychology underlie participative management, or human resources theory. And Maslow (1965) proposes that the same principles serve as the foundation for Eupsychian, or personal health promoting, organizations. Essentially, humanistic psychology points towards a "natural" tendency for individual self-direction and cooperative interdependent behavior.[3] To capitalize on this tendency, advocates of participation propose that individuals be able to influence their organizational environment through involvement in decisions which they consider to be important.

---

[2] An excellent discussion of this theory is presented by Combs, Avila and Purkey in _Helping Relationships_ Allyn and Bacon, 1971.

Maslow's (1954) motivational hierarchy is a useful framework to conceptualize the relationship between participation and psychological growth. Although Combs (1959) and Rogers (1961) speak of self-actualization as a growth process, Maslow (1954) creates a hierarchy of motives ranging from low order physiological and security needs, through higher social-emotional needs of autonomy, self-esteem, and self-actualization. In a work organization it is proposed that lower needs are met through extrinsic rewards such as salary, security, and good working conditions. Higher psychological needs, it is claimed, can be met only through intrinsic satisfaction obtained in an environment where one can affect those factors which have a bearing on achievement, recognition and responsibility. Attainment of higher needs enhances one's self-concept leading to feelings of self-confidence and personal worth, while repression of these needs leads to feelings of inadequacy, inferiority and alienation (Herzberg, 1960).

---

[3] Expansion of this theory to a "natural" form of organization is presented by Rice and Bishoprick Conceptual Models of Organization, Appleton-Century-Crofts, 1971.

The Herzberg hypothesis brings to point a significant distinction between the expectations or the function of participation within conventional human relations approaches and more recent human resources theory. The distinction is illustrated by Miles (1965:2) as follows:

Human relations approach:

Participation → Satisfaction → Productivity

Human resources approach:

Participation → Productivity → Satisfaction

According to Miles, the human relations concept of participation was seen as a technique to make organization members feel important and was based on the assumption that extrinsic rewards were prime motivators. Satisfaction, it was believed, could be gained from periodic pay bonuses, social activities, and participation in decision-making through a suggestion box. This satisfaction in turn would lead to increased productivity. Herzberg (1960) explains that these techniques met the lower "hygienic" needs of employees but were not strong motivators because higher needs were not engaged.

The human resources school on the other hand, recognizes the necessity to meet lower needs but stresses that engagement of higher social psychological needs can be achieved through member involvement in decisions directly related to work objectives or productivity. Satisfaction and related personal growth is viewed as a by-product of a feeling of accomplishment associated with one's work. As summarized by Maslow (1965:140):

> From which ever point of view of what is best for personal development of people, or from the other point of what is best for productivity, the results seem to be exactly the same.

In addition to an enhanced opportunity for psychological growth, other outcomes related to participation are cited as: decreased alienation, improved decision-making and communications, increased identification with, and commitment to an organization, and finally, the organization itself being more adaptive to changing social conditions (Maslow, 1965; Argyris, 1964; Bennis, 1966).

The form of organization is viewed by human resources theory as a critical dimension, in that, opportunities to influence important decisions vary between mechanistic (non-participative) and organic (participative) arrangements (Hage, 1965). Bennis (1966) in particular, argues that our present "bureaucratic" organizations must be modified to make fuller use of human resources. This is a standard assumption throughout human resources theory, and calls for organizational arrangements sometimes described as organic-adaptive, decentralized or democratic.

Human resources concepts of control, power, conflict and communications. Concepts of control, power, conflict and communications are extremely important to the human resources approach and are viewed from these perspectives. Control is seen as a by-product of increasing personal satisfaction with the environment focussing on the integration of individual and organizational objectives (Argyris, 1964). The basis for control rests upon internal elements of interdependence, self-discipline and self-direction, with a decreasing need for external controls such as those expressed by written rules and regulations.[4]

Power, unlike the conventional zero-sum concept is not always seen as a fixed amount in which those at the top of a hierarchy lose proportionate amounts if they share with those below. Rather, it can be additive and expanding. Involvement of people in creating their own controls increases the total amount of controls directed towards accomplishment of an organization's objectives.

The human relations school is often criticized for attempting to smooth over conflict with "good" communications (Etzioni, 1964:45), and as pointed out by Mouzelis (1968:141):

> There is a tendency . . . to reduce all difficulties in an organization to communications problems . . . the real trouble does not lie in bad

---

[4] A similar concept is that of normative control as proposed by Etzioni, Modern Organizations, Prentice-Hall Inc., 1964:60.

> communications but elsewhere--for instance in antagonistic groups fighting for power or scarce resources.

Basically the human resources approach to this kind of problem would be to say that conflict is a natural outcome of human interaction, but we can do a better job of managing it than we have in the past. Knowledge about interpersonal communications (Rogers, 1961; Argyris, 1964) the effective functioning of groups (McGregor, 1967), and supportive relationships (Likert, 1961) can contribute to the building of effective and efficient organizations comprised of groups which function well and that can zero in on problems and deal with them effectively.[5]

Implementation of a Participative Approach

Implementation of participation in an organization has not been found to be a simple matter. Researchers have shown responses to vary according to personality predispositions (Tannenbaum, 1954; Vroom, 1960); the nature of work technology (Leavitt, 1962); and the contingency between both personality and technology (Morse and Lorsch, 1970). All are quick to point out the complexities of the relationship between participation, the kind of work, and the possibility for personal growth.

Adoption of a participative approach may result in many unanticipated side effects. Denhardt (1971) advises that meaningful participation in an organization also shifts the focus of power and authority which may be threatening to persons operating under conventional control assumptions. He also cautions against adopting artificial human relations approaches to participation which can lead to greater alienation than before.

---

[5] These viewpoints are well developed in the literature on Organization Development (Blake and Mouton, 1964; Bennis, 1969).

Implementation of a participative approach takes time and patience. Argyris (1971:28) points to some companies which "tried to be participative in the morning, found that it just didn't work and reverted back to old authoritarian styles by afternoon." He stresses that the first consequence of shifting responsibility and authority may well be some chaos, release of hostility and perhaps destructiveness. Maslow (1965) in discussing this behavior, concludes that some people in our organizational society have become more dependent on external direction and are becoming less capable of accepting self-direction.

> There are some people who cannot take responsibility well and who are frightened by freedom which tends to throw them into anxiety. An unstructured situation in which people are thrown back on their own resources will sometimes show their lack of resources: they get by in the ordinary situation but become lost in a free responsible situation (Maslow, 1965:28).

Because of the disruption and potential dangers associated with rapid change in organizational expectations, and because the individual personality needs time to reorient to new environments, Maslow and Argyris emphasize the importance of gradual, planned change. During this transitional phase the complexities of new relationships between people and organizational life can be accommodated.

The concept of participation has numerous implications for other dimensions of organizational activity. Starting with a focus on the human dimensions of organization, self-directing activity and cooperative behavior are not seen as incompatible, but their nurture requires an environment, administrative orientation, and organizational structure conducive to their development. In addition there are methods advocated for learning skills and changing attitudes which may enhance the success of the operation (Beckhard, 1969; McGregor, 1967). The development of individual personality, and identification with organizational goals are also attributed to the participative approach. Finally it is recognized that motivation is an extremely complex issue, participation is more applicable in some situations than others and its operational application poses many problems.

Application of Participative Concepts in Education

In reference to the applicability of participative principles to educational organizations, Owens (1970:88) summarizes:

> . . . the importance of the individual's participation in decisions which affect him has aided the development of a concept with which names such as Argyris, McGregor, Maslow and Herzberg are associated. Essentially, this concept is that organizational behavior is strongly affected by social influences and the need for the individual to control himself. Thus the trend is not only away from the arbitrary,

> coercive, autocratic exercise of power, but to more effective personal involvement.

Operative in a college setting, participation and human resources theory would seem to suggest, first, that participation which leads to a sense of being able to influence decisions important to the participant can assist in the self-actualization process and can contribute to an increased sense of social responsibility. And second, that participation motivates members to identify themselves with, and become more deeply involved in, the goals and values of the college, and that this identification and involvement in turn contributes to the personal development of college members.

Human resources concepts have numerous implications for both pedagogical style and organizational form in education. At the classroom level a concern for human resources is reflected by proponents of humanistic education such as Rogers (1969), Combs *et al*., (1971), and others who stress interdependence and student involvement in decision-making.[6] And recent writers on educational administration and organization (Sergiovanni and Carver, 1973; Richardson *et al*., 1972), demonstrate extensive concern for human resources concepts at the organizational level. The latter authors, in particular, contend that the concept of interdependence underlying human resources theory has direct application to college organization and governance.

---

[6] In, *A guide to Humanistic Education*, University of Massachusetts, (1971), Canfield and Phillips have summarized the works of over one hundred authors in this field.

> Interdependence operating within a system can cause individuals or groups to permit their behavior to be guided by one another. Recognition that the constituents of a college are mutually interdependent is an acceptance of the fact that they must rely upon one another to satisfy their basic requirements. Administrators are dependent upon students and faculty for perpetuation of the institution. Conversely students and faculty are dependent upon administrators for procuring resources and providing the framework within which faculty can practice and students can learn. Awareness of these interdependent relationships can be fostered through a participative model of governance (Richardson et al., 1972:101).

In the following section the concept of governance is reviewed and alternative models of college governance offering variable opportunities for participation are examined.

III. COLLEGE GOVERNANCE: AN OVERVIEW

What is Governance?

Harold Hodgkinson (1971) submits that governance is a relatively recent word in educational organization and has replaced the term government, which was more appropriate to bureaucratic organization. It has evolved today because patterns of participation in governing an institution of higher education have become so dispersed that conventional organization charts are seldom accurate indicators of what really happens. Governance, he says, involves both structure and process variables. Structure is usually associated with the idea of government, top down administration and the formal organization chart with its positions, roles and decision-making bodies, designed to govern an institution. Process includes the dynamics of governing by persons in formulating policy, implementing decisions, and coordinating activities.

Commenting further on the process of governance and also implying a certain qualitative dimension, Corson (1960:13) identifies governance as the

> process or art with which scholars, students, teachers, administrators, and trustees associated together . . . establish and carry out rules and regulations that minimize conflict, facilitate collaboration, and preserve individual freedom.

Expanding on the qualitative dimension of governance, Foote and Mayer emphasize that the style of governance itself shapes a college climate which engenders a significant experiential learning experience for college members.

> The context in which governance operates helps to shape the actions and style of the participants; at the same time, the manner in which governance operates, the procedures it follows, and the spirit which it treats problems and people will, in turn, help to shape the broader context. Campus governance then, is not simply a method for arriving at decisions about educational policies; it is itself a method of educating those who participate in it or those who are affected by it. How well such a system operates is not to be determined solely or even primarily by criteria of efficiency, but must be evaluated by reference to the quality of life appropriate to an educational community (1968:16).

C. West Churchman, one of the founders of operations research, takes the position that the quality of an organization should not be ascertained by the decisions made, but by the quality of participation in the decision-making process (Hodgkinson, 1969:143).

The Foote, Mayer definition contends that a transactional relationship obtains between the process of governance and individuals within the college organization. A similar case is advanced by March and Hayes (1970) in their paper on governance. Membership in the organization itself is seen as an important experience in human relationships, a concept not unlike that proposed by human resources theory.

Changing Patterns of Governance

Thornton (1971:297) points out that most colleges began as upward extensions of the public school system. Accordingly they adopted hierarchical patterns of government with control centred in a board of trustees and administration. This pattern however is changing:

> Community college faculties feel that they have the competence and the responsibility to participate in policy formulation . . . and students insist that they, too, have insights of value in the development of college policies. Shared responsibility in policy determination seems inevitable.

Much of the appeal dealing with reform in college governance focusses on the necessity for implementing a form of "participatory democracy" through decentralization of decision-making and redistribution of power on the campus. The following is an example of the "democratic" appeal as illustrated in the University of Toronto report, Toward Community in University Government (1970:12).

> There is no possible justification why such an institution should continue to exist as an undemocratic anomaly in the liberal-democratic society, or why society's citizens and future leaders should be educated in a paternalistic, even authoritarian environment.

With a centralized form of governance there are limitations for participation in that decisions affecting lower levels of the organization are made at top levels; participation for many is possible only indirectly through representation. To change student and faculty involvement fundamentally,

> we must change the basic organizational structure of the campus . . . and bring governance down to where the students and faculty are, that is, if we decentralize governance to small units of the campus (Clark, 1968:197).

In discussing new configurations of governance and redistribution of power, Wise (1970:132) suggests that:

> The perpetuation of systems of government which were reflections of the distribution of power and authority of a past era made them dysfunctional and in many institutions, exercises in futility.

And Corson (1971:180) summarizes:

> Decisions that will stick can only be made through a process in which several factions can voice their opinions and exert an influence commensurate with their competence in each particular area of decision-making . . . the governance of colleges cannot be founded on a structure that relies on the authority to command.

Participation in Governance

Research indicates that students and faculty want to participate in decisions which affect them (Day, 1971) (Jeffares,, 1971). Democratic ideology and concepts from human resources theory are strong supportive forces, but the questions which still remain are, (1) How do we arrange our organizations to accommodate participation? And, (2) How do we put participation into practice? Hodgkinson (1969:140) brings to our attention that it is not just a matter of changing the organizational structure:

> I had the notion that "tall" rigid hierarchical forms of governance were inferior to flat, flexible participatory organizations. But this judgement is not supported by the data. On several campuses which are governed by rigid hierarchies, there is also widespread excitement and interest in participating in governance, and this participation is encouraged. There are also campuses where, even though the structure looks loose and free wheeling, there is a great deal of suppression, intimidation and paranoia. So if governance is to release as much energy as possible within a system toward activities from which the system benefits [and this is a pretty fair version of what governance should do] then the people who occupy the positions are much more important than the positions themselves (1969:140).

Of course one cannot dismiss the question by just stating that it all depends on the personality of the administrator. It would appear that some forms of organization are more appropriate for participation than others.

The conventional method for involving faculty in governance was to adopt a dual structure of a Senate and Board. This was an arbitrary division between faculty run "academic" affairs and administrator dominated "financial" affairs. Students meanwhile were confined to putting on dances, staging plays and running a newspaper. However with increasing faculty and student concern for "where the real decisions are made," it was questionable as to how long this distinction would remain operational. The Duff-Berdahl (1966) report on governance recognized that the previous division between financial matters and academic affairs was no longer tenable. More recently, the report on Community in University Government (1970), referred to the separation of powers as nothing but "graceful fiction," and called for the formation of a Governing Council with representation from the public, students, faculty, and administrators. The Council is concerned with all activities which were the previous responsibility of separate constituencies.

In Governance for the Two Year College, Richardson et al., (1972) propose a similar arrangement called the All College Senate which combines all constituencies within a college. These authors also make a useful distinction between a governance dimension concerned with legislative activity (which includes financial affairs), and an administration dimension which focusses on executive activity. They are careful to point out that interface between the two is essential and that both must adopt common philosophical perspectives if they are to function in unison. The administrative process makes use of "participative management" concepts adopting some of the efficient characteristics of a bureaucracy, while governance is based upon the principles of shared authority set forth by Keeton (1970). These include a structure for governance which reflects a desire to share power; cultivates a climate of cooperation; endorses decision-making at the point of implementation; focusses on communications problems and is flexible enough to accommodate rapid change.

The governance dimension of the organization is seen as one which brings the human resources of students, faculty and administrators within the college together in a problem-solving role whereas, the administrative dimension serves to coordinate activity. It is pointed out, that in the less participative administrator dominated organization, coordination tends to become an end in itself. Much time and energy is expended in coordinating problems rather than solving them.

Another concept which adds insight into this form of governance is that of participation effecting a "renorming process" among college constituents. Richardson _et al_. (1972:186) state:

> In a sense, the attempt to establish a structure for governance is an effort to institutionalize the informal organization so that it can be used to promote the renorming process and to maintain the attitudes and values of the constituencies to the extent necessary for goal realization.

An organizational structure which excludes all but administrators from key decision-making activities also leads to administrators becoming "out of touch" with the attitudes and values of students and faculty. Consequently informal and formal systems (faculty unions for example) evolve to promote the interests of these groups within the organization but these mechanisms are insufficient in resolving organizational problems stemming from lack of communications. A participative governance model allows for interaction of students, faculty, and administrators and provides a forum wherein attitudes may be examined and altered.

Conceptual Models of College Governance: Two Extremes

What governance options are now available to colleges? What are the values served, or the objectives sought, by alternative modes of governance? Several models are proposed in the literature on governance and it is unlikely that there is any one which can be singled out as a pure form.[7] As a frame of reference however, Martin (1970) presents two models which are at the opposite ends of a conceptual continuum. He describes these as; hierarchical-authoritarian, and egalitarian-participatory. The first model is characterized by highly centralized, administrator dominated policy formalization, achieved through role designations and job line relationships usually described as bureaucratic (Stroup, 1966). Richardson _et al._ (1972:109) summarize the characteristics of this model as:

---

[7] Illustrations of varying alternatives to college governance are offered by: (1) Deegan (1971), (2) March and Hayes (1970), (3) Hodgkinson (1971), (4) Shulman (1970), and (5) Robinson and Shoenfeld (1970).

> . . . inappropriate for the tasks facing two year colleges in the final decades of the 20th Century. . . . The structure resists change introduced from the bottom because of the poor quality of upward communication and status differentials which depreciate the value of recommendations originating at low levels within the hierarchy.
>
> . . . .
>
> Objectives concerning human behavior relate to the enforcement of standards and the weeding out of the incompetent. There is little real opportunity for individual growth, nor is this process considered as one of the primary objectives of the institution.

This model is usually seen as an efficient form of organization, but is considered to be weak in consideration of the social, psychological development of organizational members (Argyris, 1964; Martin, 1970; Knowles and Saxberg, 1971).

A description of the egalitarian-participatory model reiterates the theme of interdependence referred to earlier in this discussion. This second model is based upon what Martin (1970:30) describes as a form of functional collegiality.

> The model assumes that diverse individuals with differing responsibilities can come together voluntarily imposing limitations on themselves, yet without sacrificing their independence, so as to achieve satisfactions available only to the group . . . . Adherents to the participatory model see it as a plan consistent with their focus on humanistic values: education as self-realization, emphasis on human relationships, direct encounters between people, personal involvement in effecting social change, learning by doing, the legitimacy of emotion and enthusiasm for all aspects of life. Also the model's emphasis on horizontal as opposed to vertical role connections, on authority rather than authoritarianism, on improvisional relationships in preference to set structures, these and other features are seen as the

> means for achievement of the humane life style that is the model's goal.

Admittedly this model represents an extreme, and as pointed out by Baldridge (1971:14) it is more normative than descriptive. It does however, have support from human resources participative beliefs, and changing value systems such as those referred to by Reich in The Greening of America (1970) and Nash in "Authority in Higher Education" (1973). Expanding on this view Richard Peterson (1970) writes:

> In the spirit of the times I shall assert that the concepts of decentralization, participation, responsiveness, even community are valid principles of governance for colleges and universities. Nonsense, many will say: difficult at best in a college of 2,000, unthinkable in a college of 12,000. I say we don't have much choice. The times are fast changing. The truly great challenge . . . will be to create environments that realize the ideals of participation and community.

What are the implications for persons associated with college organization and operation if, in fact, we are approaching this form of governance? According to Richardson et al. (1972:ix):

> Most of us must unlearn behaviors that our entire experience with the existing system of education has fostered before we can begin to learn the behaviors this [participative] system demands. It is not easy to substitute the active involvement and accountability demanded by the participative model . . . . The rewards however, are as great as the sacrifice demanded.

And Martin (1970:30) exhorts:

> The experiences and expectations of most administrators and faculty have been all wrong for the style of life favoured by the egalitarian-participatory paradigm and they are incapable of adjusting to

its requirements.

Martin's statement may be exaggerating the point, but it does lead to several questions relating to the functioning of participatory governance in a college. What are the dynamics of a college organization which attempts to adopt a participative approach? What are the behaviors demanded by a participative system? What are the stresses and strains upon both the individual and the organization? What are the organizational arrangements which accommodate participation? How is participation manifested in various aspects of college operation? These are but some of the questions posed by this issue.

IV. SUMMARY

This chapter examined the principle of participation in psychological, human resources, and governance literature. The underlying theme of interdependence as a form of social cohesion was discussed as it related to individuals, groups and institutional governance. A common ground between human resources concepts of organization and participatory governance was illustrated as both are concerned with social psychological dimensions of the organizational environment. Particular attention was paid to the evolution of governance and to those models which allow for increased student and faculty involvement in college affairs.

A merging of viewpoints from these three fields appears to have many implications for college organization.

For example, a system of participatory governance which incorporated concepts from this literature might be characterized by: (1) Organizational structures which accommodate participation of all college constituencies, integrate financial and academic decisions, have an administration component operating in conjunction with a governance component, decentralize decision-making to the point of implementation, and are flexible and adaptable to changing conditions, and (2) an open college climate which focusses on the personal development of its members. Such a climate would be cultivated by strategies designed to facilitate participation, communications, and group functioning. College members would likely have a reasonably clear understanding of, and commitment to, the educational and organizational rationale underlying a participative approach.

The following chapter describes the adoption of a participative approach in a college where members were faced with the question, how do we organize ourselves for participation? Circumstances dictated an unplanned approach; organizational arrangements for participation were to emerge from the participative process itself.

CHAPTER 3

STRUCTURE FOR GOVERNANCE: AN EXPERIMENT IN PARTICIPATION

I. INTRODUCTION

During the initial stages of this study, college members identified the issue of the evolution of college governance as a critical one in the life of the College. The issue warranted particular attention not only because it served to portray present governmental arrangements but because it also illustrated the participatory nature of the college as members set out to design their own system of governance.

In this chapter, evolution of the system of governance is examined in a series of four stages. The first stage depicts early planning and the foundation of a participatory approach within the College. The second stage considers the involvement of persons in generating proposals for governance; the work of a "Commission on Structures," and college conditions related to the development of governance. A third stage reviews problems associated with choosing a model for governance, and the fourth stage examines general aspects of operation and adjustments of major college bodies.

II. FOUNDATION FOR A PARTICIPATORY APPROACH

Early Developments

As is the case with many recent "instant" colleges, Dawson College did not have an abundance of lead time for planning before opening. Paul Gallagher was appointed president in the winter of 1968-69, eight months prior to scheduled opening, and given responsibility for staffing, program, and development of facilities suitable for an initial enrolment of 1,800 students. The indeterminant nature of the College at that time was suitably expressed in this newspaper article entitled, A New Education Begins to Emerge:

> Dawson is a completely new venture for English language education in this province, so the first year will include a lot of experiments . . . . One thing is for sure: Dawson College will open in September, 1969. Less sure is what courses will be offered, what the admission requirements will be, and where the staff and equipment comes from (Montreal Star, December 7, 1968:38).

A key ingredient in the developmental process was the notion that there be no fixed plan other than a general philosophical position. Persons associated with the College would attempt to respond to problems as they occurred. "Dawson will begin life with an interim organization flexible enough to be easily altered in the light of practical experience and the needs and desires of the college community" (Montreal Star, May 9, 1969).

The college philosophy "was not rooted in some explicit and precise organizational theory" (Gallagher, 1972:3), but rather it was based on a number of circumstances including the president's educational ideals and his reading of student disaffection with education in the late sixties. He felt that students wanted to play a greater role in creation of their own educational experience. Referring to Gallagher as a "student power activist" another newspaper article quoted him as saying:

> We see the students as full members of the college community with full opportunity to participate in the decisions which affect their lives and their studies. . . . Participation is part of their education and I believe they have a hell of a lot to contribute (The Gazette, April 19, 1969).

Many of his ideas were incorporated into the "Dawson Approach," which was to serve as a point of departure for organization of the College.

The Dawson Approach: A Starting Point

This excerpt from the "Dawson Approach" illustrates how the concept of a student-centered college might be put into practice.

> The College exists for students and the value of any program or activity must be measured in these terms. . . . Persons who function best when each person has a clear and explicit statement of the powers and prerogatives of each of his colleagues should probably be very unhappy at the College.
>
> The structure of the College should not be envisioned in terms of a hierarchy with the Board at the apex, the students at the base, and teachers one step on the ladder above the students. . . . Administrators should see themselves as primarily responsible for seeing to the provision of conditions in which students and teachers can best function. . . . All

> members of the Dawson community should expect to be concerned about and actively involved in areas beyond their own expert competence (The Dawson Approach, Appendix A, 1969).

Faculty were hired in accordance with their agreement to this philosophy, and their expertise in one or more subject areas. No defined departments existed at the time. Attesting to the appeal of this new educational venture was the fact that more than two thousand applications were received for approximately one hundred teaching posts (Annual Report, 1969-70:5). Although persons were designated to coordinate curriculum, financial and educational services, administrators were hired without specific titles and job descriptions; these would evolve over time.

> There was a deemphasis on positions and titles and concentration on attracting good people in the belief that leadership and influence would result as a matter of course. One of the most commonly used phrases in the month before Dawson opened was "It will all work out". And most honestly believed that to be the case --or were prepared at least to wait and see (Gallagher, October 1972:7).

During the summer months, student and faculty interest groups met to plan for orientation, to order equipment, clarify curriculum guidelines, and generally to organize for the opening of the College. They purposely avoided consideration of any explicit arrangements for governing the College.

III. PROPOSALS FOR GOVERNANCE: COMMUNITY INVOLVEMENT

In September of 1969, the College opened in a converted pharmaceutical factory. The crowded facilities were considered to be temporary, but would be suitable for the first year.

Governmentally, the Board of Governors was functioning but they had no opportunity as yet to include elected students or faculty. No academic council existed, nor were there formal organizational arrangements consisting of departments and chairmen.

The Commission on Structures

The problem of college organization was explored at a faculty orientation session and it was proposed to set up a "Commission on Structures" which would examine the issue. As a starting point faculty formed themselves into "workshops" to discuss the question further. Natural groupings for discussion seemed to be those with similar academic backgrounds. "Within an hour they had grouped themselves into very conventional departments, along academic discipline lines" (Gallagher, October 1972:8).

After much discussion faculty came to the conclusion that if they were to operate within the framework of a "participatory democracy and community" all members of the College should take part in the Commission's sessions to determine the organization (Dawson Mind, December 1969). In addition to fourteen faculty, fourteen students, and an equal number of administrative support personnel

(ASP)[1], were later added to create a forty-two member body.

Comparing Dawson with a new Free School, this account of the Commission was written in a local paper:

> Dawson and the Montreal Free School are both experiments in community. Dawson Faculty and Students have been meeting this week to plan a structure for the College. A Commission has been set up consisting of equal numbers of students, faculty and all other employees of the College, i.e., administrators, janitors, and secretaries. The Commission is receiving briefs from all members of the College on how the College will run itself. . . . It has been decided to work for now without by-laws, regulations or structures until all members of the community can arrive at policies and structures (The Westmount Examiner, October 11, 1969:8).

The Commission, with a mandate to receive briefs from anyone on any aspect of college operation, met two evenings per week over the next three months. Thirty-seven briefs were submitted. Of these, two were from administrators, thirteen from students, and twenty-two from faculty. Topics included: grading policies; departmental structure; role of chairmen or coordinators; allocation of decision-making powers among students, faculty and administrators; perspectives on the democratic participative process; procedures for electing students and faculty to the Board, and many suggestions as to how the Commission should conduct its business. Authors were interviewed by the

---

[1] The ASP group included all non-teachers and non-students, originally referred to as non nons. In later years administrators were distinguished from ASP.

Commission to clarify their briefs. The general understanding of the Commission's function was that it would organize the briefs in some fashion and present them back to the College community. The Commission voted to have a faculty member and a student serve as chairman and secretary respectively. It was made very clear that these persons were only to coordinate discussion; the Commission itself stressed that "it was by no means a decision-making body." A major concern at the time seemed to be that neither individuals nor groups of any kind should impose themselves on others at the College.

Administrators' role. Also related to this wariness of power was the question of the function of administrators within the decision-making process of the College. Within the "Dawson Approach," administrators were to provide "conditions in which students and teachers can best function." What these conditions were and what the role of the administrator was to be, were issues addressed by many briefs; a sampling of two contrasting viewpoints from faculty is offered here.

> Administrators make their advice known at all levels but do not make policy and do not vote (Sally Nelson).

> Dawson, as I understand it, began with a sense of community. . . . There was to be a cooperative effort on the part of all members of the community from Director to janitor, from established professor to the youngest of students. . . . This total cooperative effort is teaching; not just the part of the effort that takes place in the classroom. Creative administration is in this sense an act of teaching, and

> structures which deny administrators a place in academic decision-making are not really founded on the concept of community with which Dawson began (Rollie Wensley).

Perhaps symbolic of future administrative style was the manner in which the president had input into Commission deliberations. The first brief the Commission received was from Paul Gallagher. He commented on the need for: a broad interpretation of the term "faculty"; an understanding of the term "community" as inclusive of external college interests; temporary and adaptable structures; immediate student and faculty input into an Academic Council and the Board of Governors; and administrative contributions to decision-making according to their competence. "The real danger is when administrators (or faculty) are permitted to make, or influence decisions in areas where their competence is non-existent or marginal." He further noted:

> Idealistic as it might appear, it is possible that some of the traditional tensions within institutions might not arise if we don't get too structured too quickly. I oppose the view that there is an inevitability of conflict between students, faculty, administrators, Board, and the community at large (Gallagher, September 7, 1969).

Students' Role. Viewpoints from selected briefs illustrate the monumental task facing the Commission. Submissions included a variety of opinions about participation and the extent to which students should be involved:

> The philosophical concept of the "Dawson approach" and its visions of participatory democracy and educational innovation will not become a reality just

> because, in ceremonial fashion, an equal number of students vote on overall issues with an equal number of faculty (Harry Wagshal [faculty]).

And from a student:

> The students are in the majority at Dawson; therefore, I would suggest that the total number of students equal 3/4 of the total of faculty and non-faculty members on any council (Laird Stevens).

This minority opinion was expressed by another student:

> . . . it would seem that "Dawson is a Funhouse, a Breeding-Ground for Complacency, with Freedom from Work, and Responsibility for Full-Enjoyment." . . . The Tyranny of Participatory Democracy: Assuming that the teachers and administration are all too "liberal" and advanced to make rules, and, especially to enforce them, this presents a situation of "clique rule," commonly called "participatory democracy," where the students are presumed to have the responsibility, maturity, and intelligence to self-govern, which, in fact, they do not and will never possess (Chris Chimbers).

And these interpretations of "Dawson is students . . .," submitted by faculty:

> There is a difference between a college run by the students and one run primarily with their interests in mind (M.A. Parsons).
>
> Students should have parity on all committees in all groups, sections and departments wherever their interests are directly or indirectly concerned (English Department Submission).

The Commission's Report

After three months, the Commission concluded that discussion on other issues was secondary to arriving at community-wide agreement on the "structural organization of the College." Twelve briefs which dealt directly with this issue, were summarized and reported in a special issue of the college newspaper. The report suggested the "following as a by no means complete list of some of the implicit issues and differences among the briefs":

a. hierarchy vs. participatory democracy

b. large decision-making bodies (democratic) vs. small ones (efficient)

c. the administration having decision-making powers vs. having an advisory/expertise role and a carrying-out of policies function

d. the administration having decision-making powers vs. the faculty and students as most-affected members having such powers

e. one man--one vote vs. constituency/interest groups having proportional vote

f. strong departments vs. weak departments

g. strong individual and departmental powers vs. strong administrative or Council powers

h. who ought to be on governing bodies (a) faculty, (b) students, (c) administration, (d) non-teaching staff, (e) parents, (f) outside community? (Commission's Report: Dawson Mind, December 1969:12).

It is of interest to note the series of dichotomies expressed in this summary. The either/or situations; strong versus weak, and good versus bad connotations are particularly notable indicating a concern with potential danger of administrative power. This researcher's examination of the twelve briefs revealed that none of them favoured a centralized bureaucratic model. This was merely reflected in the summary as a possibility.

In keeping with their perceived role as a non-decision making body, the Commission did not propose a specific model for governance, nor did it suggest just how the college community of nearly two thousand persons might choose a particular structure. Interviews with several Commission members three years later indicated mixed feelings about the activities of the Commission. Some considered it to be "a waste of time," although most agreed that while they could have quickened the procedure for arriving at a form of governance, it had been an extremely worthwhile experience. The process according to majority opinion, was more important than the product. This statement by one faculty is representative of faculty viewpoints at the time:

> At first it felt kind of odd sitting down with all of those students, secretaries etc. We soon realized that no one seemed to have any better ideas than anyone else.
>
> The whole thing was part of the excitement of the first year. . . . My family knows we spent a lot of time those nights discussing issues which no one will ever resolve. . . . But, I think it was worthwhile. We talked a lot about participatory democracy. Probably the greatest achievement was the experience gained right there putting participation into practise. . . . Of course, as everyone knows it also created instant identity with the college--why not, we were making the place ourselves.

Ad-Hoc Structures

Another section of the Commission's Report pointed out the need for an immediate community vote on governmental structures, because, "by now many permanent policy decisions affecting the College have been made and are necessarily being made on an ad-hoc basis." Offering his own opinion on the subject, a mathematics faculty and Commission member, commented on the evolving organization of the College:

> Evolution and the Principle of Ad Hoc Structures or, How to Keep the Grass Roots in Shape without Mowing.
>
> The Commission has been investigating possible structures for Dawson . . . and we are now faced with the responsibility of choosing a governmental structure . . . large elements of the community . . . are not concerned about the problem . . . the reason behind this is that for many people the College seems to be functioning reasonably well, decisions are being made, planning is proceeding, and the day to day life of these individuals is not seriously affected by the lack of a permanent, democratically chosen structural setup.
>
> I believe that in this phenomenon (which some may prefer to attribute to apathy) lies a clear indication of the type of structure the Dawson Community ought to choose. WE HAVE IN FACT EVOLVED OUR GOVERNMENTAL STRUCTURE DURING THE PERIOD OF TIME THE COMMISSION HAS BEEN DELIBERATING (Edward Harper, The Dawson Week: November 25, 1969).

Harper further pointed out the existence of: (a) A Management Committee (although members are reluctant to use the title) which had formed out of a need for decisions regarding the physical operation and development of the College; (b) An Interim Advisory Council (IAC) composed of students and faculty elected through the Commission, to advise on academic policy; (c) an Interim Student Activity Council (ISAC) (formed during an all night meeting attended by three hundred students); (d) a loose association of Faculty, and; (e) temporary committees which were studying budget, space allocation and other matters. Furthermore, he added, these groups were representative, they were functional and they would disband when their task was completed. The Board of Governors was also functioning and four faculty were about to be elected as members. Students had not yet organized to elect their members.

The Negotiating Committee on Structures

Faced with a complex report offering a dozen alternative structural models, and faced with a complex logistics problem of polling the interests of all elements within the College, faculty met during the Christmas holidays and proposed the establishment of a tri-partite Negotiating Committee on Structures. The Commission on Structures had completed its mandate, this new committee would review proposals, and make a recommendation to the "community." Each of the three college groupings would have to accept the model by majority vote before implementation.

In January of the first year the idea of a Negotiating Committee was presented to students through their interim government, ISAC. Quickly the question of how many representatives from each group should be on the committee became the focal problem. A student involved in the issue explained: "Behind the numbers game was the simple fact that we just didn't trust the heavy handed motives of some of the faculty on that committee." A faculty member of the committee viewed it this way, "The same small group of radical students got on that committee and were paranoid that someone would put something over on them." Needless to say, committee deliberations moved slowly. This notation in the minutes of the Board of Governors attests to this fact. It is also an indication of the confusion within the College regarding the progress towards development of governmental structures.

> Mr. Nemiroff (faculty) noted that this item (Dawson Commission) should properly be entitled "Report on Activities of the Community regarding internal College Structures," since the Commission had completed its mandate months earlier and it was now the responsibility of the inner community to take action and choose alternatives. Messrs. Townsend and Cornell (students) and Nemiroff commented on the degree of readiness, or lack of readiness, of the three major groups within the College to negotiate or work out mutually acceptable structure recommendations (Minutes, Board of Governors, March 16, 1970).

After two and one-half months of further debating, the membership issue was settled. The Committee was to be composed of twenty persons; ten students, five faculty and five ASP. Student representatives came partly from elections and partly from ISAC; faculty representatives were "volunteered" at the previous Christmas meeting; and ASP were represented mainly by secretarial staff although the Comptroller was also a member. The chairing of meetings was to be carried out by a "triumvirate, rotating chairmanship," and all minutes were to be "circulated to the sixty Humanities classes, all Faculty and all Administration in order that the whole community be kept up to date" (Negotiating Committee Minutes: March 19, 1969).

Within the College at this time, the operations of the Committee were but a part of numerous on going activities contributing to a dynamic college climate. All aspects of this dynamism were not necessarily regarded as positive.

Environmental conditions: College in turmoil? It is important to be aware of the climate existing within the College during this period. The College newspaper and Daily Bulletins contained regular appeals, mainly from students, to use freedom responsibly. For example this student's notice appeared in the Daily Bulletin[2] in early March.

> Dawson Community: Unless something is done to clean up the cafeteria, the building in general, ultimate measures will be taken. Act now before it's too late. Be responsible: Don't Abuse Your Freedom.

Other articles urged students to overcome their apathy, to get involved and to recognize the consequences of drinking, gambling and open use of drugs which might bring the police into the College.

In early April, the president felt compelled to speak out on the situation. Excerpts from the speech appeared in the Bulletin:

> Despite our success so far, Dawson is at a critical point. . . . Evidence of past months clearly indicates that some of us have not appreciated that our real freedom, is freedom to learn. Some of us have

---

[2] The Daily Bulletin--was started by a Counsellor and a student who recognized a communications problem in the College. The Bulletin included announcements of meetings, academic information and personal notices.

> apparently considered our freedom to be an unrestricted one--the freedom to use others and facilities as we pleased. . . .
>
> In all three instances--gambling, alcoholic beverages and drugs--the operation of the College must take precedence over the choice of the individuals. This is not an invasion of your freedom; it is a realistic limitation of your freedom while you are here (Daily Bulletin, April 7, 1970).

This address, according to interviewees, became known as "Gallagher's State of the Union Speech." Opinions as to the effect of this particular speech on the College varied, although interviewees generally felt that it was minimal. The nature of the College environment at the time was such that one person could have little influence through a single instance.

Also in the same Bulletin was this notice: "Missing library books--262 of 800 have been returned. Thanks--now how about the other 538?" The Library was attempting to operate within the Dawson "philosophy." In operational terms this meant open access to everyone, no time limits on borrowing, and an understanding that a book would be returned when one was finished with it. Within the "spirit of community" it was hoped that persons would accept this sense of responsibility.

Recalling conditions within the College at this time it was pointed out by interviewees that opinions among faculty and students varied as to whether conditions were indicative of the College demise or just a temporary chaotic period which would dissipate over time.

Nevertheless many persons felt that the establishment of a governmental system would alleviate the problem.

White Paper on Governance

Tri-council system. In late April of the first year the Negotiating Committee produced a White Paper on governance calling for the establishment of three councils: Resources Council, Academic Council, and a College Council. Membership on the Councils was as follows:[3]

> Academic Council (20 members): 9 Students; 9 Faculty (1 Professional); 2 ASP (1 Coordinator of Educational Services (Non Voting)
>
> Resources Council (12 members): 5 Students; 5 ASP; 2 Faculty
>
> College Council: Combined Academic and Resources Councils

A draft of the White Paper was distributed throughout the College requesting proposed changes to be submitted through an ASP member in the print shop.

Although neither ASP nor students held formal meetings on the paper, the Faculty Association discussed it as the second item on its agenda on May 4th, 1970. (The first item concerned the doubling of enrolment and faculty for the following year.) At that meeting, faculty members of the Negotiating Committee explained that the term would be finished soon and urged adoption of the paper; it was adopted in principle to allow negotiations to continue. a Revised White Paper, which was changed to include representation from professional faculty (Student Services, Library, Audio-Visual) on the Academic Council, was presented to the College at the end of May.

---

[3] Discussion of the functions of these bodies is included in the fourth phase of this chapter.

The document reaffirmed the principles: of decentralized authority; minimal structures; that decision-making be made at the level of the individual wherever possible; that those affected by decisions have an opportunity to affect those decisions; that academic departments operate with student parity; that all meetings be open to anyone interested; and that Councils heed departmental autonomy by acting only in areas involving more than one department (Revised White Paper, May 30, 1970).

The original intention of the Negotiating Committee required majority acceptance on the part of each constituency prior to adoption of the Paper. This was not accomplished during Year One. At the end of the year, ASP were unorganized on the issue, student negotiators complained of being railroaded by faculty, and a few faculty negotiators attempted to carry out faculty nominations for the councils, but to no avail.

Minutes of a "special" meeting of the Board of Governors convened to discuss the issue at that time, stated:

> It was clearly understood that the Board would not express itself in a way so as to compromise any of the groups within the College or in a way so as to destroy the spirit of the structure being generated from within the College (May 25, 1970).

At the next Board meeting, June 9, 1970, the Revised White Paper was discussed again:

> . . . finally it was suggested that the Director General (president) make representation to the Negotiating Committee on his views on the Revised White Paper. Mr. Reynolds, faculty, (and a member of both the Board and the Committee) noted, however, that the Negotiating Committee had ceased to exist as such. . . . No position was taken by the Board nor was a definite immediate source of action proposed.

The Board, in struggling to promote a form of college self-governance in the face of a problem of college-wide inertia, was in a delicate position. In two of its previous three meetings, Board expectations to hear progress reports from college committees (the Commission on Structures and the Negotiating Committee) were met with disappointment, even though some committee members were also Board members, the committees had dissolved. The difficulty of mobilizing a "community" viewpoint was becoming increasingly obvious. And the College was in the process of doubling its enrolment for Year Two. Patience was extended as the Board decided to wait out the uncertainties of future developments.

By the end of the year, no pattern of government had been found and endorsed by the faculty, students and administrative personnel:

> The year ended governmentally as it had begun: in the spirit of mutual trust and good faith, and in the spirit of shared responsibility--but also with tensions, frustrations and indecision resulting from the absence of an official pattern of internal governance (Annual Report, 1970:2).

Elaborating further on experiences during the college's first year, many interviewees referred to Paul Gallagher's Annual Report as an accurate account of the year's events. The following excerpt from the report serves as an appropriate summary to this stage of development.

> . . . many elements of a workable governmental organization did develop through need and circumstances during the year. Departments formed on the basis of common interests of faculty members and then expanded to include student membership; . . . interdepartmental and intergroup negotiations characterized the normal methods of determining policies and procedures.
>
> The price for operating in such a fashion is difficult to calculate, undoubtedly some people consumed inordinate amounts of time and energy in the processes of deliberation, negotiation and establishment of lines of action . . . the College did not operate . . . in the most efficient manner. Procedures were determined then changed. Procedures were developed in detail, then ignored. Almost everyone ended the year close to exhaustion. But an unusual opportunity to participate had been presented and was seized--with all the liabilities as well as advantages--by many.
>
> It would be deceitful to imply that the College operated without penalty to its members in such an open environment. There were those who abused their freedom and made the exercise of freedom by others more difficult than it might otherwise have been. There were those who did not know or learn how to cope personally with a milieu in which few decisions were made for them by others. . . . The real effects of the direction which the College took in 1969-70 will not be known, if ever, for several years to come (Annual Report, 1969-70:8).

IV. PROBLEMS WITH CHOOSING A MODEL FOR GOVERNANCE

Prior to the second year, college members were busy preparing for a new campus and a doubling of enrolment and faculty. Development of programs, faculty quotas for departments, hiring of new faculty, space allocation--all of these were on going activities within departments, inter-departmental groups, and ad-hoc college-wide groups. Announcements in the College's Daily Bulletin indicate the existence of several task-forces, many initiated by the president, also dealing with these problems.

New faculty were engaged through departmental committees, many of which included students. Summer orientation sessions for new students emphasizing the "Dawson Approach" were conducted by second year students. And faculty were involved in their own orientation program in early September, much to the disgust of a few active students who argued that students should also have been involved.

Meanwhile, the question of a governmental pattern was still unresolved, and during the beginning of the term the issue seemed dormant, or at least took second place to day-to-day problems. As was the case in the first year, administrators (particularly the president) were faced with making decisions, or initiating activities which they felt should be the prerogatives of other groups such as the Academic Council. The president's problem was twofold: he wanted to be accessible to students and faculty, and his open door policy was evident by a steady stream of people coming to see him throughout the day; yet he also received complaints from other administrators, departmental chairmen and committees, that they were being by-passed by persons who would go "directly to Gallagher."[4]

Resurrection: A Pattern for Dawson College Government

In early October of the second year the issue of governance was resurrected. Remaining members of the Negotiating Committee on Structures urged by the president, drafted a document entitled, A Pattern for Dawson College Government, (Appendix E). A secretary on the committee added a cover page which asked, "Have you Had Your Resurrection This Morning?" And the paper was publicized throughout the College in preparation for a referendum.

Essentially this document recapitulated much of the previous Revised White Paper, endorsed the council system, and outlined the mandates of the Academic, Resources and College Councils. For the benefit of new persons in the College, it also included a brief account of the first year's governmental activities. Principles of governmental operation were reaffirmed and new sections dealt with: the distinction between administrative (or executive) responsibility and legislative (or policy-making) process; the right of individuals to speak to an issue before legislative bodies; the need for a review mechanism to treat "rare" cases of misconduct and lack of cooperation; and the need for a system of effective communication. Individual freedom, now a preoccupation within the College, was endorsed by this statement:

---

[4] The "administrative style" of the College president and other administrators is discussed in chapter five.

> The humanity of the College is more important than the efficiency. The way of participatory democracy, as slow and tedious as it often appears, must be chosen in preference to the "easy" or convenient way to solve problems. All elements of the College government should attempt to guide, not to impose. Creativity must often take precedence over clerical details, and the freedom of the individual must be recognized as well as the collective needs of the community (Pattern for Dawson College Government, October, 1970).

Concluding statements in the document stressed that the College had been founded on the "premise of participatory and representative democracy," but "college-wide decisions, by necessity, were being made by administrative personnel through consultation," and this method was unsatisfactory and "un-Dawson."

First Referendum: Tri-Council System

In addition to the "Resurrection" paper, notices were placed regularly in the Daily Bulletin, informing people about "structures" and announcing a series of rallies or information sessions preceding the College referendum. Two examples are included here:

FOR THE GOOD OF THE COLLEGE--ALL STUDENTS,
FACULTY & ASP's SHOULD PLEASE READ THE FOLLOWING INFORMATION:

A COMMUNITY WIDE REFERENDUM ON THE PROPOSED COLLEGE PATTERN WILL BE HELD TUES. WED. AND THURS. OCTOBER 13TH, AND 15TH. VOTING BOOTHS WILL BE LOCATED IN THE MAIN LOBBIES AT BOTH THE SELBY AND VIGER CAMPUSES. POLLING HOURS WILL BE 10.00 A.M. TO 4.00 P.M. FOR THE THREE DAYS.

ALL MEMBERS OF THE COMMUNITY, STUDENTS, FACULTY AND ADMIN. STAFF ARE URGED TO EXERCISE THEIR DEMOCRATIC RIGHT AND VOTE.

1ST YEAR STUDENTS: IF YOU DO NOT KNOW WHAT STRUCTURES IS ALL ABOUT, PLEASE GET A COPY OF "THE PATTERN" FROM YOUR HUMANITIES CLASS.

DECIDE!

(Daily Bulletin, October 8, 1970)

BEWILDERED STUDENTS!

BEWILDERED STUDENTS!

October 15th Daily Bull

FIND OUT WHAT THE HELL IS COMING OFF
AN INFO. RALLY CONCERNING STRUCTURES.
(WHITE PAPER, PATTERN) — THURS. OCT. 15.
AT 1:30, MAIN LOBBY, SELBY - 1ST FLOOR.

IT'S YOUR COLLEGE - DON'T SCREW IT!

DON'T SCREW IT!

(Daily Bulletin, October 15, 1970)

At the rallies the Council system was clarified and the urgency of establishing a form of government was stressed. A group of active students, many of them members of the original Negotiating Committee, were joined by a small group of faculty in urging a negative vote on "structures," their main point being that the College would become too rigid and inflexible.

The following account of the "vote" appeared in the Daily Bulletin. Notice the emphasis on group representation and "open" conditions.

> STRUCTURES The count of votes took place in the Board room at 2.30 p.m. Oct. 26th. The scrutineers were composed as follows: Five (5) students, Two (2) ASP., and One (1) Faculty. The count was made under "OPEN" conditions. Results as follows:

NO	690 votes
YES	872 votes
SPOILED BALLOTS .	44
Total ..	1606

> Therefore the structure will be presented to the Board of Governors for their deliberations.
>
> (Daily Bulletin, October 27, 1970).

Interpretation of the first referendum. A special meeting of the Board of Governors was called on November 9th to discuss the implications of this vote and all college members were invited to submit briefs on the matter. Three briefs were received, one from a faculty member and two from students. The faculty member emphasized the necessity for representative rather than participatory "town meeting" democracy at the college-wide level and pointed out the fact that students saw the vote on structures as an "establishment administrative thing." The first student brief complained that faculty negotiators on the Structures Committee had an unfair advantage over students because they had immediate access to their constituency whereas the students, with a much larger and diversified constituency, did not; that the voting procedures were invalid and, that inadequate publicity was given to the referendum. The second student brief stressed that the proposed structures served to split the community into power blocks, and it generated apathy through indirect involvement, that it did not offer each member of the College community a vote, and that power was to be transferred from the individual into impersonal hierarchies (Reflections: The Orange Sheet, Undated).

After four hours of discussion centering on "the Board's role in fostering the idealism of Dawson, and not wishing to alienate large segments of the community," it was unanimously decided not to ratify the proposed governmental patterns. A resolution was passed recognizing the critical nature of this issue, and college members were asked:

> In the spirit of mutual trust and good faith and cooperation . . . to resume study of College government . . . and to collaborate with Paul Gallagher, or anyone else considered acceptable, in retaining the founding aspirations of the College in this most difficult period (Minutes, Board of Governors, November 9, 1970).

Environmental conditions. At the same time as the college-wide "structures" issue was boiling, similar activity was occuring at the departmental level. Internal organization of departments, sub-division of large departments, and formation of splinter departments was in progress. Questions of student involvement, the role of chairmen, the need for coordinators of departmental groupings, the segmentation of departments and the foundation of new groupings were prevalent concerns. A sample of this activity in one department was illustrated by this notice in the Daily Bulletin at the time.

> ENGLISH DEPARTMENT Monday night 8:00 p.m., Selby Room 1095. There will be a prolonged meeting to merge our visions and draw up an adequate structure for the Department. ALL DEPARTMENT MEMBERS MUST ATTEND, as well as any interested people from the community. Take the time to examine your ideas and write them down for all to see, whether they are simple or complicated. Judy Mendelsohn (faculty) . . ., and Cathy Beck (Mosaic student) . . . will collect anything written. Bring food (Daily Bulletin, November 27, 1970).

According to interviewees, attitudes towards the "structures issue" varied from those persons who felt the College was on the verge of ruin but could be saved with a solid structure, to others who thought of the College as having a free and dynamic environment which could only be hampered by a "structure." Still others concluded that any structure would be satisfactory; it was the personalities of the people involved in the structure that really mattered.

Regarding the existing college environment, this notation appeared in the November 23rd minutes of the Board:

> College structures and the present college climate were discussed briefly. Mr. Gallagher expressed the sentiment . . . . that the original feeling of mutual trust was still there; however it was somewhat dormant at present.

A Second Referendum: Alternative Models of Governance

Following the Board's earlier November resolution, volunteers organized a series of teach-ins, rallies and debates on a new referendum. Faculty were requested to generate discussion in their classrooms, as a means for educating the electorate. Three alternative models of governance had emerged. The Council System was one of them. A second option, "Workshops," was introduced by the group who had opposed the first "structures" vote. These persons, who were mostly members of "Reflections," and "Mosaic,"[5] presented their position through a Reflections publication, The Orange Sheet.

> Structures must be based on principles of PARTICIPATORY DEMOCRACY . . . The College should have a "Whole-College Council," where voting members would be anyone who was interested enough to attend . . . business would be conducted through "Workshops" (The Orange Sheet: undated).

The workshops would be sub-units of the larger council and would evolve according to need. A third alternative, that of Autonomous Departments functioning without the influence of a central council, was proposed by the Electrotechnology Department.

---

[5] Reflections and Mosaic were two interdisciplinary programs founded by students and faculty in the first year. References to pertinent aspects of these programs are made throughout this study.

The alternatives; Councils, Workshops, and Departments, were voted on by mail. The forty-second meeting of the Board of Governors, December 21, 1970, reviewed these election results:

	Workshop	Representative Councils	Departments	Totals
Students	221	208	74	503
Faculty	13	44	11	68
ASP	6	14	9	29
Totals	240	266	90	600

Lengthy discussion ensued regarding the disappointing vote which was fully 1,000 less than the original referendum. Finally it was agreed that the Board, in this instance was committed to action and must request the community to adopt a governing process. Paul Gallagher moved the following resolution which was unanimously accepted.

- Whereas the will of the Community has not been conclusively expressed;
- Whereas it has been conclusively expressed that a form of government is necessary;
- Whereas there will be an attempt to make a form of government work at Dawson,

Be it resolved that:

> The College be requested by the Board: (a) to establish a College Council without restricting opportunities for Departmental and Workshop views to operate and, (b) to report to the Board, not later than April, 1971, as to the effectiveness of Government at Dawson and to present recommendations as to the future direction for Government at Dawson (Minutes, Board of Governors, December 21, 1970).

Election committees were formed by volunteers to oversee the establishment of the Councils. On March 25 of Year Two, the first meeting of the combined Academic and Resources Council--the College Council--was convened. The next section examines the operation of these councils, and changes which took place during the following years. Evolution of the College's system of governance is presented in Figure 1.

V. THE COUNCIL SYSTEM: OPERATION AND ADJUSTMENT

As stated in the "Pattern For Government," the Academic and Resources Councils were to meet regularly whereas the combined College Council was to meet only on issues which spanned the mandates of the other two councils. A review of some aspects of the councils' operation is included here to add insight into the problems encountered with this dimension of participatory governance.

Discussion of council operation is considered in terms of: mandate; significant agenda concerns; analysis of attendance including the Board of Governors, and perspectives of council members gained through interviews

PRE-PLANNING 1968-69	YEAR ONE 1969-70	YEAR TWO 1970-71	YEAR THREE 1971-72	YEAR FOUR 1972-73
. . . . Board of Governors . .	. . . .		Board of Governors	. . . . .
	Commission on Structures			
	Negotiating Committee on Structures			
	Interim Advisory Council			
		. . .	Resources Council	
		. . .	Academic Council	
		. . .	College Council. .	.College Council
	Faculty Association		. Association of Dawson Educators	
	Interim Student Government		Student Government .	. . . .
. . .	.Ad Hoc Task Forces and Committees. .		. Ad Hoc Task Forces and Committees	
. . . .	.Interim Management Group . .	Management Meetings. . . .		. . . .
				Judicial Committee
				College Committee on Faculty Reengagement
	Quasi Departments.	. .Departmental Meetings. .	.Departmental Committees	
			Technology Sector.	.Sector Meetings
			Math-Science Sector	Sector Council
			Arts Sector. . . .	Arts Council
PRE-PLANNING 1968-69	YEAR ONE 1969-70	YEAR TWO 1970-71	YEAR THREE 1971-72	YEAR FOUR 1972-73

FIGURE 1

EVOLUTION OF COLLEGE GOVERNANCE[a]

and supportive survey data. Changes which took place in the Tri-Council system and recent proposals for governmental amendment are also presented.

The Resources Council

> Mandate. The Council shall be concerned with college-wide policy in non-academic areas including, but in no sense restricted to: utilization of space, services and resources of the College; and excluding matters falling under the jurisdiction of student government, Faculty Association or ASP association (Pattern for Dawson College Government:6).

The Resources Council was convened thirty times between March of 1971 and April of 1972, before disbanding. An analysis of minutes indicated an early concern for procedural rules and the function of the chair. "It was agreed that rotating chairmanship would be 'democratic' and provide a valuable learning experience" (Resources Council Minutes, March 29, 1971). The first four meetings were chaired by students; thereafter this function alternated between student and ASP members.

Agenda concerns. Agenda for meetings generally included a student's report on the "Senior Administrative Meeting"[6]; and discussion of business arising from the four sub-committees on plant utilization, finance, personnel and College services. Minutes of six meetings indicate the services committee was particularly active in reviewing the problems of operating the Library and Audio-Visual services under "participatory" conditions. Concerning the loss of property in these areas, one statement read ". . . it may be necessary to use 'supervisory' methods which might be contrary to enunciated College philosophy" (Minutes, Resources Council, May 10, 1971).

---

[6] Sometimes referred to as the Management Meeting--convened by the president along with the Coordinator of Educational Services, Director of Student Services, Director of Continuing Education, the Comptroller and sometimes a student observer. Purpose of these meetings was to share information between various operating units.

In November of the third year, Paul Gallagher made a second "State of the Union" speech (Appendix F) appealing to College members to deal with several college-wide problems. A special meeting of the Council was called to discuss the speech:

> . . . the Resource Council agrees with Mr. Gallagher's analyses of the current crisis but that it finds it very difficult to react to recommendations whose meaning is not clear. . . . the Council feels the crisis is one of structures, relationships, and accountability within the College, and that community-wide analyses of these matters become the focus of the College within the next few months. Until such time as new structures are approved--the Council recommends that the College trust the Director General to determine areas of responsibility within the College in accordance with the Dawson Philosophy and approach (Minutes, Resources Council, December 1, 1971).

Attendance. Minutes of several meetings contain reference to problems of poor attendance and lack of quorums. Study of attendance figures indicates the Council with twelve members (five students, five ASP, two faculty) never held a session with full membership, and ten of thirty meetings were held with less than the seven persons required for a quorum. Analysis of attendance by grouping demonstrates: fifty percent attendance for students; seventy-five percent for ASP, and sixty-five percent for faculty.[7]

On April 26, 1972 this entry in the minutes signaled the last meeting of the Resources Council:

> . . . the Resource Council was not functioning the way a college-wide legislative body ought to, and should it therefore, disband or amalgamate with the Academic Council. It was agreed that the Secretary should explore the possibility of having all Council business (i.e. Resources and Academic) done through the College Council.

Interview perspectives. Why did the Council disband? One council member felt the reason was because it lacked input from senior administrators, "senior ASP hacked it for a while, but quit or resigned because they didn't have the time . . . lower echelons like myself got voted in who didn't have a clue on bigger issues." Another member offered this perspective on the Resources Council:

> . . . it would never meet as a quorum; a lot of ASP didn't want to, or didn't know how to get into it--people resigned and it was difficult to get new members. There was the feeling that some individuals used it to advance their own causes; it was never clear how much jurisdiction they had over things like Library and A-V or how much they wanted to have in relation to recognizing the need for a degree of autonomy for those units. Finally it was recognized that everything here is related to the academic process, the real action was in the Academic Council.

---

[7] A comparison of attendance for all councils is presented in Figure 2.

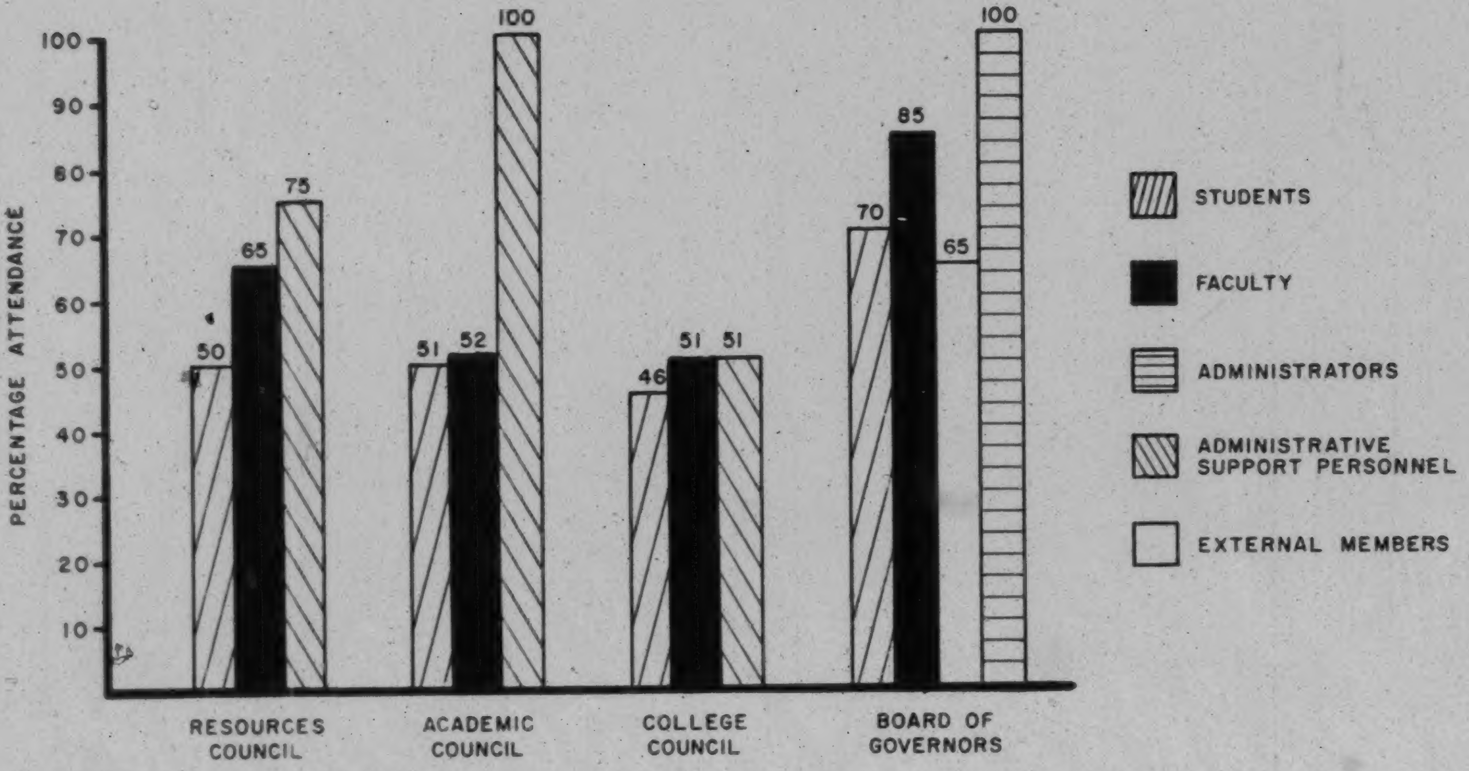

FIGURE 2

COMPARISON OF ATTENDANCE: COLLEGE GOVERNING BODIES

The Academic Council

This Council was composed of twenty persons; nine students, nine faculty, and two ASP, one of which was the coordinator of Educational Services.

> Mandate. The Council was to be: . . . concerned with college-wide policy in all academic matters including, but in no sense restricted to: student admission and standing, curriculum development and programme approval, course evaluation, college-wide implications of student evaluation, faculty engagement. It shall advise the Board of Governors on all matters of academic administration. Academic budget estimates and all college-wide policies regarding academic budgets, services, and utilization of academic facilities, shall require approval of the Council before implementation (Pattern for Dawson College Government, 1970:6).

The Academic Council met thirty-seven times over a fourteen month period, between March of 1971 and May of 1972 when it merged with the Resources Council to become the College Council.

The minutes of early meetings indicate concern with procedural questions of chairmanship, time of meetings, voting procedures and setting of quorums. These concerns were indicative of the environment in which this Council was to function as noted by the following minute:

> Heated discussion followed regarding the value and role of chairmen . . . a fixed chairman would siphon off probably one of the best contributers . . . that to rotate chairmen might tend to split the community (further), whereas one trusted person might hope to bring it together (Minutes, Academic Council, March 31, 1971).

Finally it was agreed that a student and the Coordinator of Educational Services, would act as co-chairmen, alternating every meeting.

And this observation occurs in the minutes of another meeting which illustrates one of the perennial concerns within the College.

> The eternal question of efficiency versus humanity was aired yet another time, again to no unanimity. For example a fundamental point was made that the Council had to be efficient, to proceed with an admission policy in order to expedite the humanitarian aspect of informing applicants of their status (Minutes, Academic Council, April 8, 1971).

Agenda concerns. A review of all the Council minutes indicated thirty separate items of business. Not all of these were deemed to be of equal importance by interviewees who ranked the following six items as most significant: (1) Faculty evaluation and re-engagement policy; (2) Academic regulations; (3) Endorsement of student parity; (4) Audio-visual library priorities, (5) Integration of day and evening programs, and (6) Intervention in the Electrotechnology-Mathematics departmental dispute.

Attendance. Several persons interviewed pointed out the problem of poor attendance at Council meetings. In particular a student member complained of "lousy faculty participation," while a faculty member stated, "we're trying to involve students, but half of them never show up." Analysis of attendance figures indicates participation by the two groups to be quite similar with just over fifty percent attendance. It was also noted by observors, "that the same few students and faculty show up at every meeting." Records indicate two students and two faculty did attend ninety percent of the meetings, these same persons were very active in several other college bodies. The two ASP members, one a secretary, the other an administrator attended all meetings. Also, and perhaps of significance, the College Secretary, attended all meetings. This same person, acted as secretary for the three councils, as well as the Board of Governors and the Arts Sector Council. Consequently he was very knowledgeable about college affairs and was a valuable contact for information pertaining to this study.

Interview perspectives. Sixteen persons made reference to the Academic Council during the course of interviews. In all cases, they felt the Council was necessary but there were several negative viewpoints expressed about its functioning. Feelings of frustration with long evening meetings; a sense of non-accomplishment; dissatisfaction with internal bickering; perceived lack of interest as reflected by poor attendance, and persons drifting in and out of meetings, were quite generalized.

One faculty who had served on the Academic Council for a year had this to say:

> I thought it would be a place for deciding importand things, like methods of teaching, evaluation, and serious analysis of academic issues. Instead we had long rhetorical debates, not on academic issues but political ones--the eternal hassle of democracy versus competence, efficiency etc. More time was

> spent debating how decisions were to be made rather than with the particular issue. People got punchy, it was a bit of a joke, I was eventually disgusted and resigned.
>
> Now as I look back on it, we did achieve some good things like developing a complex policy on faculty evaluation and re-engagement, but you still wonder whether the effort was worth the time.

Another prominent Council member, who had seldom missed a meeting, was of the opinion that,

> This whole business of group decision-making is new to everyone, it will take time to work itself out, people complain, naturally, but most of us are trying to make this participative thing work.

He viewed the Council as having an important role to play in cultivating the "Dawson Philosophy," and pointed out Council resolutions regarding student parity and student evaluation of faculty, as examples of this concern.

In the spring of Year Three the Resources Council merged with the Academic Council to become the College Council. A Governmental Amendments Committee (three faculty, three students) was established to review the value of a two council system and to make recommendations for future governance.

The College Council

Mandate. As outlined in the original Pattern for Government, the College Council was only to meet on issues which were the combined business of the Academic and Resources Councils.

Agenda concerns. Three organizational meetings were held in the spring of Year Two and the Council was not reconvened until May of Year Three. This meeting was called to discuss two items: (a) A Preliminary Report of the Governmental Amendment Committee; and (b) Investigation of a "Student-Faculty Incident."

The Governmental Amendments report reiterated many philosophical principles of the College; participatory democracy; humanity over efficiency; creativity; decentralization; and tolerance for individual differences. It suggested adoption of a review mechanism to "treat rare cases of misconduct," and also stated:

> There are some people at Dawson who disagree with the philosophy and openly state that it can never work. These people have not offered alternative principles on philosophy to this body so in our opinion their only option is to leave.

The committee recommended "adjustment of structures rather than starting all over again." The need for adjustment stemmed from these stated deficiencies:

(1) Membership was unrepresentative. Only students with light loads participated. Faculty participation was less than adequate.

(2) Few people have the time, energy and commitment to be concerned about all aspects of college life. Meetings have been too frequent and too long--long philosophical and often useless arguments have ensued.

(3) Present Councils have been often forced to think legislatively and judicially together. Some form of judiciary is necessary.

(4) The Resources Council is floundering. Almost all resources have academic implications and policy concerning these resources are related to academic matters.

(5) The College Council, while perhaps having the best chairman, is for all intents and purposes an obsolete body (Amendment Committee Report, The Dawson Planet, Issue No. 19, Undated, Spring 1972).

The Amendment Committee made two recommendations: (1) Establishment of an Ombudsman (Judicial) Committee composed of two ASP's, two faculty, two students and the Director General; and (2) Creation of a forty-one member, All College Senate. The College Council discussed the report paying particular attention to the composition of the Senate, over the next four meetings in the spring of 1972, (Year Three). At the same time several in-camera sessions were held to deal with the "student-faculty incident," allegedly a scuffle between a student and teacher over teacher evaluation. This case added impetus to the proposal for a Judicial Committee.

The two recommendations were put to a college-wide referendum, in which each of the student, faculty and administrative groupings would have to register a majority vote before acceptance. At the seventh College Council meeting in September of Year Four, it was reported that the proposed Ombudsman (Judicial) Committee was accepted but the idea of a Senate was rejected. Evidently faculty were opposed to the "over-weighting" of students on the Senate and voted against it.

Council deliberations during the time of this research, included discussion of alternative arrangements for the Senate. It was reported that all members of the Judicial Committee were elected by acclamation. Also, emerging from discussion of the "student-faculty incident" the Council proposed that a "Code of Behavior" be established and submitted to referendum. Three students volunteered to "look into" the matter further.

Attendance. Records of College Council meetings indicate less than fifty percent attendance for the thirty-two member Council was attained. Fifty-one percent of faculty, forty-six percent of students, and fifty-one percent of the ASP membership participated. Of these, nine persons attended regularly having over ninety percent attendance. This included: four faculty, one of whom is the chairman and now also the Director of Student Services; two ASP, a secretary and the Coordinator of Educational Services; two students, and the College Secretary. Worthy of note is the fact that many of these same people were also "regulars" on the Academic Council.

Interview perspectives. In several interviews persons suggested that although the Council was important, the "real action" for involvement was at other levels. One English teacher commented: "Most people are only concerned with the operation of their departments and that's where they want to participate." This dimension of participation is further examined in Chapter five.

Opinions about the operation of the College Council were similar to those expressed about the other councils.

There were problems with quorums, and meetings were time consuming. (By necessity meetings were held early in the morning or in the evening, but they encroached on [illegible] personal lives.) Persons [illegible] members, complaints were made about [illegible] discussion, frustration was felt over the [illegible] pace of decision-making, and [illegible] the body had outlived its usefulness.

Although members seemed to be disenchanted with the functioning of this Council, the majority [illegible] viewed felt that the College Council or [illegible] necessary in the College. Survey [illegible] this conclusion as well. When asked [illegible] with the statement "The College Council or [illegible] college-wide legislative body is necessary [illegible] College," the following response was received:

	Percent Who Agree	Percent Who Disagree	[illegible] Opinion	
Students	83	8	9	20
Faculty	79	7	14	[illegible]
Administration	72	14	14	7
ASP	83	17	-	18

With regard to the function of the College Council, [illegible] was gained from one veteran Council member who [illegible] that he recognized the frustrations of people on the Council but he felt that perhaps their expectations for the body were too high.

[illegible]

[illegible] percent [illegible] It was noted by the Board [illegible] in obtaining parental [illegible] of 1972, approximately [illegible] letters requesting [illegible] for the board and inviting them to a general meeting of parents. Less than twenty parents attended the meeting and four nominations were received.

Other attendance figures included: seventy percent for two student members; eighty-five percent for four faculty members, and one hundred percent for the two administrative members. Never, did the external members at a meeting outnumber those from the College itself.

Interview perspectives. Interviewers pointed out that the Board had never divided according to constituency on any vote. As one might deduce from the Board's comparatively high rate of attendance, many persons within the College pointed to it as being the most successful of the college-wide bodies. There was little difficulty reported in getting faculty and students to run for positions.

Observation of two Board meetings indicated a very informal atmosphere in which all persons were on a first name basis. All meetings were open and non members joined in the discussion of issues. At the two meetings in question the agenda included presentation of reports by the president which were then discussed by members at length. In one meeting lasting for eight hours the speaking time was noted for each group over two one hour periods. The president occupied thirty-four percent of the time, followed by students with nineteen percent, faculty with sixteen percent, external members with fourteen percent, non members with twelve percent and another administrator with five percent of the time.

It was noted that the chairman (an external member) was very patient in allowing discussion to run its course as the Board attempted to operate through consensus. Interviews with Board members made it very clear that the president was considered to be the most influential person on the Board. When asked why, one faculty member summarized by saying, "It's quite simple really. He usually has the best ideas."

VI. SUMMARY AND ANALYSIS

This chapter has served to place the development of the College's governmental structures in historical perspective while also illustrating some of the dynamics of the participative process which the College was evolving. The chapter reviewed the early philosophical position which was to serve as a foundation for a participative approach. It traced the evolution of member involvement in developing a model for governance and also noted concurrent organizational developments which had a bearing on the system of governance. The difficulties faced by the College in deciding upon a three council system were examined and the operation and adjustment of the council system were reviewed.

At the outset, the College, and in particular the president and the Board, was faced with a problem of planning for a very complex organization in a very short period of time. They chose to adopt a position which stressed involvement in decisions by those affected by the decision. It is possible that this orientation was also an extremely practical one considering the constraints of time and inexperience in starting a community college.

Examination of the governance issue reveals the College's struggle to cope with normal operational demands while also attempting to evolve the ideals of "community" and "participatory democracy" into a workable form of governance. No well constructed plan or theoretical base existed for this adventure into participation other than a general philosophical guideline known as the "Dawson Approach" and the ideals of persons who became associated with the College. The experiment received continued support from the Board of Governors which in itself represented a dimension of institutional self-control as the majority of persons in attendance were from within the College itself.

Although some guidelines calling for a Board and some form of Academic Council were established beforehand, the system of governance, as well as many other aspects of the College's operation, were to evolve according to the perceived needs of college members. Advance planning was almost frowned upon as answers to problems were to emerge from action. An attitude of, "we will set up mechanisms to deal with problems as we recognize the problems," seemed to pervade early college developments.

There appeared to be many positive outcomes to this approach as members identified with the pioneering spirit of the College but there were also a number of related difficulties.

Why did conventional department structures form so quickly? The idea that the College was "structureless" at the beginning was hardly true. There existed a form of "administrative structure," with general responsibilities not unlike those which could be found in other colleges, and much of the curricular program was outlined for the College at the provincial level. Faculty were hired on the basis of subject area expertise and worked together in informal discipline groupings prior to the College opening. Faculty workshops set up to generate proposals for the Commission on Structures were fore-runners of present day departments.

Departments, ad-hoc committees, and administrative decision-making by default, constituted an informal system of governance parallel to the formal council arrangements. Some dimensions of these developments, such as departmentalization and unintended administrative control, may have been negative consequences associated with an evolutionary rather than planned approach to organization. The administrative and governance organization of the College is presented in Figure 3.

Lack of agreed-upon mechanisms for decision-making posed many problems for the College. The task of bringing together college-wide opinion on a matter such

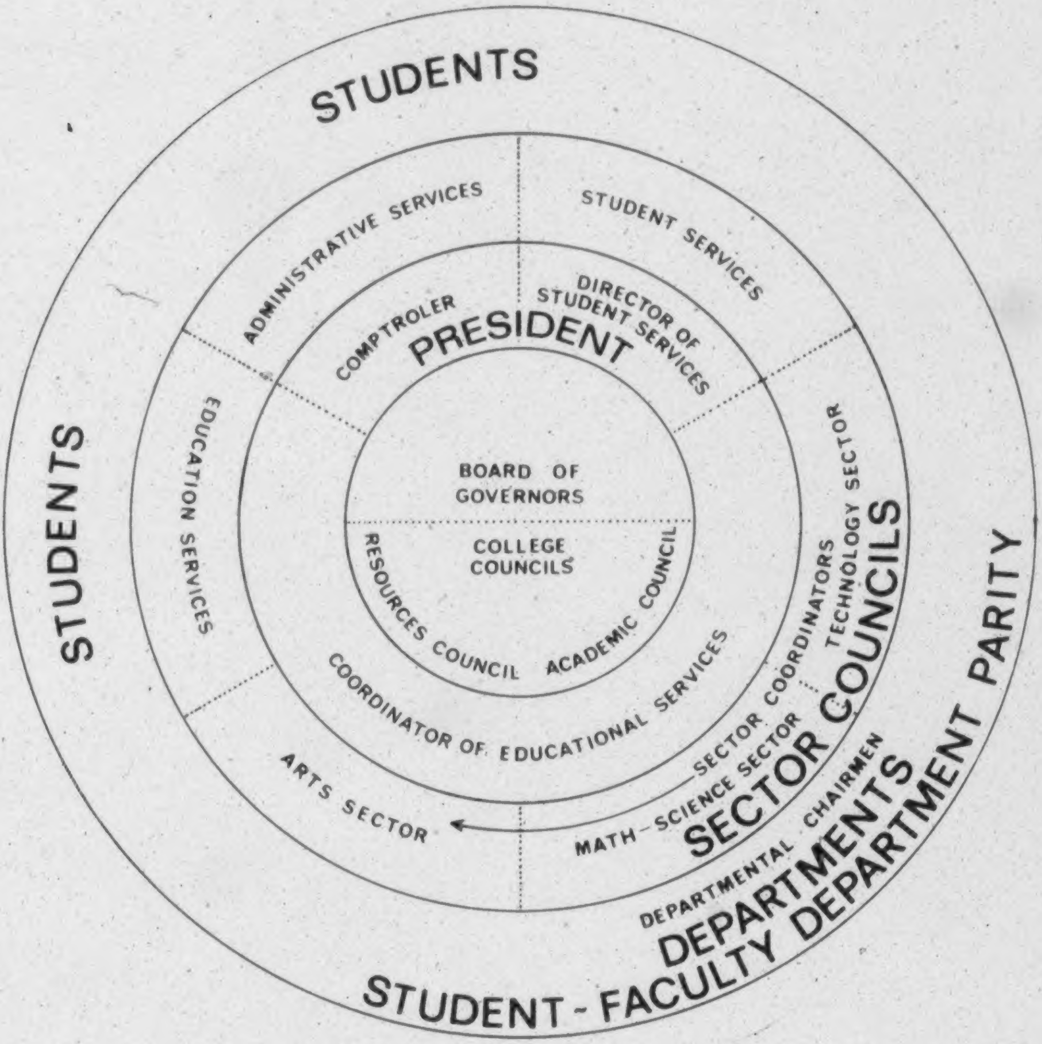
STUDENTS
ADMINISTRATIVE SERVICES
STUDENT SERVICES
COMPTROLER
DIRECTOR OF STUDENT SERVICES
PRESIDENT
EDUCATION SERVICES
BOARD OF GOVERNORS
COLLEGE COUNCILS
RESOURCES COUNCIL
ACADEMIC COUNCIL
TECHNOLOGY SECTOR
SECTOR COORDINATORS
COORDINATOR OF EDUCATIONAL SERVICES
STUDENTS
SECTOR COUNCILS
ARTS SECTOR
MATH-SCIENCE SECTOR
DEPARTMENTAL CHAIRMEN
DEPARTMENTS
STUDENT-FACULTY DEPARTMENT PARITY

FIGURE 3

ADMINISTRATIVE AND GOVERNANCE ORGANIZATION OF THE COLLEGE as the selection of a governance structure, was compounded by this deficiency. Concerns for decentralized operation, non-hurried decisions, and "democratic" procedures were prevalent, but it became increasingly difficult to translate these ideals into practise on issues of college-wide concern. Problems of organizing student opinion, of communicating the essence of issues, of exchanging viewpoints, and interpretation of voting results--even the question of whether voting was an appropriate mechanism itself--were all manifestations of this malaise.

The waning interest in voting on a structure for governance seems to have been related to a number of factors. The College had developed ad hoc arrangements for dealing with day-to-day operations; administrators had won the trust of college members and their involvement was not perceived as threatening the "democratic" base of the College governance; and the problem of communicating information in the College, all seemed to contribute to a decreasing concern for the issue of formalized governance.

Another issue which emerged from this chapter was that of the functioning of college authorities in their attempts to establish participation as a mode of operation. In particular, how should a president give leadership to a college attempting to implement participation? His input into various committees was demonstrated many times. Was this a contradiction to his desire for the College to become self-governing? How much initiative should the president take and to what extent should he stand back and wait for the "community" to take action? What if the "community" does not, or is incapable of taking action? Should he assist in organizing the community, or is this interference? And finally, how does he reconcile contrasting viewpoints from those who on the one hand, perceive the College to be out of control and expect him to establish law and order, and from others who feel that the open climate is extremely positive and should not be restricted by administrative action. Many of the same questions also apply to the role of the Board within the College. The delicate balance between giving direction and allowing the College to develop its own direction, is a recurrent theme in this study.

Regarding the development and operation of the council system; once committees overcame the problem of the correct "mix" of students, faculty and ASP; and the councils settled their many procedural problems, the council system operated with variable success. The Resources and Academic Councils each convened more than thirty times and many items of business were transacted. When it was recognized that no clear distinction existed between academic and resources matters, these two councils amalgamated into the College Council. In the spirit of the original White Paper on Structures, which called for flexible structures which could adapt to new conditions, amalgamation of these two Councils may be interpreted as a positive feature.

Still the operation of the Council system portrayed many unresolved problems in adopting a participatory form of governance. Jurisdiction of college-wide bodies in relation to departmental groups, and to individuals within the College was a constant concern. Interpretations of the concept of participation and the rights of the individual were as varied as there were people in the College. Lack of attendance at council meetings, with the exception of the Board of Governors, was a source of irritation for those who attended often at personal cost.

The Councils themselves were never considered to be well functioning groups as members expressed much frustration with the painstaking process of decision-making.

Although the Board of Governors endorsed the Council system in favour of autonomous department and workshop concepts, in practice these other alternatives were still present to a high degree. Meetings were often attended "by whoever showed up," and some departments functioned almost independently of the councils.

The next chapter examines in more depth the process of governance and the interaction of the major councils, the Board, and other college elements in the development of a policy on faculty engagement.

CHAPTER 4

PROCESS OF GOVERNANCE: DEVELOPMENT OF A POLICY OF FACULTY ENGAGEMENT

I. INTRODUCTION

During the time of research on governance at the College, evaluation of faculty was in progress and an opportunity was afforded to observe it first hand. Notices such as these were common in the college's Daily Bulletin:

> Teacher Evaluation, Math. Department: Questionnaires in class to be filled out. Please submit in writing any comments you have on the re-engagement of any staff member of the Math. Dept. to J.A. Guerriero, before Dec. 15th (Daily Bulletin, January 22, 1973).

> Humanities: Re-engagement: Teachers are up for re-engagement. Please submit any complaints or remarks to Shirley Verney, Hiring Committee and/or Leslie Lynn, Ombudsman Committee. Please we need students to do a good job (Daily Bulletin, December 8th, 1972).

The issue of faculty engagement was identified as an extremely important one in the College. Examination of the issue serves to illustrate the process of governance, as major college bodies such as the Academic and College Councils and the Board interacted in the development of a policy on the subject (See Figure 4.) Although evaluation was considered to be a "hot" issue at the time of research, it should be kept in mind that the procedures had evolved

MINUTES OF THE ACADEMIC AND COLLEGE COUNCILS

MINUTES OF THE BOARD OF GOVERNORS

YEAR ONE, 1969-70

May: Employment Policy to Evolve Through Consultation
June: Board Receives Paul Gallagher's "Dawson Approach"

Jan. 12: Board Discusses Need for Re-engagement Procedure
Jan. 20: Tri-partite Committee--Complaints submitted to Animator
Feb. 16: No Complaints Received

Oct. 26: Board Faculty Members Request a Policy on Engagement
Nov. 23: Preliminary Faculty Report
Dec. 7: MacKenzie Faculty Report + Student Viewpoint

YEAR TWO, 1970-71

May 31: The president's proposals to Academic Council
Academic Council Response June 5
Task Force Set-up June 22
Initial 2 Year Contract June 23

YEAR THREE, 1971-72

Teacher Evaluation Task Force: Oct. 15
Teacher Evaluation 5 Points: Oct. 22
Oct. 25: Academic Council Reports to Board
Outline Dept. Procedures: Oct. 29
Appeal Mechanism: Nov. 5
Nov. 22: 14 Point Appeal Mechanism
Jan. 11: Some Departments not Complying
Task Force on Faculty Engagement: Feb. 24
Censure of the English Dept.: Feb. 26
Reverse Decision to Censure: Mar. 1
Decision Not to Reverse Reversal: Mar. 3
Discussion of Hiring Practice: Mar. 10
Student Parity on Hiring Committee: Mar. 20
Brown Report on Faculty Engagement Tabled: May 25

YEAR FOUR, 1972-73

Academic Council merges with College Council
Brown Report Discussed: Oct. 17
Brown Report Accepted by College Council: Oct. 30
Nov. 6: College Council Report Accepted
Student/Faculty Representatives to CCFR: Nov. 15
Dec. 11: Evaluation Process Underway
Jan. 22: Appeal Board Discussed

FIGURE 4

INTERACTION OF GOVERNING BODIES IN THE DEVELOPMENT OF A FACULTY ENGAGEMENT POLICY, 1969-1973 over a four year period and were part of a larger process of engagement, evaluation and re-engagement. The issue was also just one of several concurrent issues.

Minutes of college-wide bodies such as the Board, the Councils, and the faculty association, make over fifty separate references to this issue. Numerous hours of study were put in by individuals, committees, and task forces to draft policy for discussion in the councils. And more than thirty departments formed committees of student and faculty to develop evaluation instruments, administer them to students, analyze the results, and conduct review procedures.

Examination of the evolution of an employment policy within the College is divided into four stages. Initial terms of faculty engagement, interim evaluation procedures, and related environmental conditions in the first two years constitute the first stage. Stage two discusses the efforts of Academic Council and the Board of Governors to develop a policy on reengagement for Year Three. Stage three is concerned with the College Council's position on faculty reengagement and evaluation as a result of the Brown Report, and finally stage four deals with a discussion of the finalized policy, its implementation, and the responses of some students and faculty to the evaluation process.

II. INITIAL TERMS OF FACULTY ENGAGEMENT

The College's initial approach to faculty engagement was that a policy would evolve over time. This stance was reflected by a statement in the May 1969, Board of Governor's minutes:

> It was the general conclusion that members of the teaching staff should be invited to accept appointments without any specifications as to working conditions other than salary for 1969-70, basic employee benefits proposed, and the statement that the appointment would be renewable by mutual agreement. . . . It was the implication that the College's policy should be to offer appointments in the widest possible terms and provide the opportunity during the first part of 1969-70 to make out an appropriate set of conditions in consultation with members of the staff.

Acceptance of the general conditions outlined in the "Dawson Approach" by a faculty member, constitutes his contractual agreement with the College for the first year[1]:

> The College exists for the students and the value of any program or activity must be measured in these terms. It is taken for granted that each member of the teaching staff will accept this focus of the College to the extent that his commitment is not measured in number of hours given to the work of the College. . . . The time commitment of each member of the community should not be measured by anyone but himself. . . . The prerogatives of staff members should evolve with time and changing circumstances. Job descriptions should be no more than a mutual trust and sense of shared responsibility by all (The Dawson Approach, 1969:1).

---

[1] As noted previously, salary scales and other broad working conditions such as the length of the college year were negotiated at the provincial level.

[illegible]

[illegible] April [illegible], 1975," [illegible] January 12, 1979]. [illegible] to include repre-sentatives [illegible] an interim measure, a joint committee of [illegible] students, faculty and administrators [illegible] engagement procedures for the current year. The committee recommends, that in view of the shortage of time, an Animator should be asked to receive complaints about faculty and to consult with concerned parties as to [illegible] mechanism for dealing with complaints[2]. The [illegible] 10th, 1970, board minutes read: "No complaints [illegible], and, consequently, all full-time faculty [illegible] invited to return for 1970-71." Interviews suggested that the matter was not quite "clean-cut" as some [illegible] were induced, but these were seen [illegible] clashes. "Besides," as one faculty member put it, "there was really no way that anyone could be fired anyway."

For the remainder of the first year the major faculty concern was not with firing, but with hiring new faculty for the second year when the College would double its enrollment and a second campus would be added. It was reported that most departments included de facto student [illegible] on their hiring committees. Although [illegible] to recommend new faculty to the president, no cases were cited in which he disagreed with a [illegible] selection.

In October of Year Two, faculty members on the board reasserted the need for a policy on faculty engagement. A Faculty Association study group was in the process of preparing a discussion paper and presented a preliminary report of their progress to the Board in November. In December, fifty members of the Faculty Association discussed and amended the report at a lengthy five hour meeting. A significant feature of the report was that departments were to play a central role in the re-engagement of faculty. A system of tenure was also proposed. The report also included the request that the president be designated as a person to examine Departmental Review Mechanisms and that he also serve as conciliator for any disputes within departments. For some faculty, this represented a dramatic change from previous suspicious attitudes towards administrators.[3]

---

[2] The Animator's function within the College was that of a general trouble shooter. Animators were attached to the student services department which included an organizational focus as part of its role in the College.

In mid-December, the Faculty Association Report was approved in principle by the Board of Governors. It was pointed out that the report was not the work of a "Joint College Committee" in the sense of the original, January 1970, Board resolution, and that input from other segments of the "community" (i.e. students) would be welcomed. At the same meeting, a student presented a case against the faculty proposal for a tenure system. He stressed the "importance of teacher evaluation, the point being that the competent teacher need not fear firing" (Minutes, Board of Governors, December 7, 1970). Faculty members present did not strongly support the notion of tenure itself but did want a procedure for re-engagement established.

---

[3] Note previous faculty concern about excessive administrative power in the discussion of the Commission on Structures, in chapter three.

For the second year, it was decided to make use of a system of Departmental Review Committees for re-engagement. Committees were to have both faculty and student membership; they were to develop their own evaluation instrument to determine "teaching effectiveness;" and they were to include an appeal mechanism similar to the one proposed in the Faculty Report. The Board requested that a more standardized evaluation instrument be developed for use the following year.

According to persons interviewed, the review procedures used were successful in some departments but chaotic in others and resulted in a great deal of ill feeling. There was very strong opinion that a more specific policy was needed outlining criteria for evaluation. No faculty were asked to leave the College during the second year.

Environmental Conditions

During the spring term of the second year several events happened in the College which were to influence future developments in the faculty engagement issue. The final vote on "Structures" had taken place, and the inaugural meetings of the Resources, Academic, and College Councils were held. The Faculty Association, which was until this time solely an internally oriented body, was now seeking recognition as the Association of Dawson Educators (ADE) under the provincial labor code. The Board minutes of March 1, 1971, noted:

> The motivation for certification had been the desire to play an active role in Quebec's affairs . . . the organization had been formed not for internal reasons but for matters which affected their (faculty) welfare in the total context. Affiliation was not an issue, although it could be later.

During this time an "administrative reorganization" had also taken place. Two "senior" administrative posts; academic coordination, and educational services, were combined with the naming of a new Coordinator of Educational Services. (The appointment was made by a student, faculty, administrator, committee of the Board.) Also, coordinators of Technologies, Sciences, and Arts were elected by students and faculty from those sectors.

Related to the question of administrative reorganization was the fact that, of four persons who might be designated as being in second level administrative (vice-president) positions, only one remained at the College after two years, and he submitted his resignation in Year Three. As one of these persons stated in an interview:

> It wasn't a case of incompetence as we all have administrative jobs elsewhere; it's just that the participatory nature of Dawson requires an administrative style which is a whole new ball game--and

it's not for me.[4]

III. PROPOSALS BY THE BOARD AND ACADEMIC COUNCIL

Academic Council Task Force

In May of the second year, the president tabled documents with the Board entitled: Report and Recommendations on Academic Employment Practices; and, A Draft Position on Faculty Appointments, Review and Non-Review of Initial Contract. He requested authority to present these to the ADE and the Academic Council during the June workshops[5] for their opinions, stating: "to avoid personnel and morale problems in the future . . . the Board must come to some decisions, even if only temporary, on these questions before September," of the third year of operation (Minutes, Board of Governors, May 31, 1971).

In June, the Academic Council selected a student and a secretary to convene a task force which was "to digest and collate varying viewpoints on contractual arrangements for teaching staff" (Minutes, Academic Council, June 15, 1971). The task force invited interested persons to submit briefs on the topic. Six briefs were received; one from the president, two from students, and three from faculty. In summarizing their report, the task force convenors emphasized the question of tenure as a central issue (Academic Council Task Force on Faculty Employment Policy and Practices, June 22, 1971). They expressed concern that the ADE in requesting tenure, "would precipitate a severe cleavage in the Dawson Community . . . eventually excluding student voice in the life of the College." Further on the issue of tenure they quoted this statement from the president's brief:

---

[4] More specific problems posed for administrators within a participative environment are discussed in chapter five.

[5] The month of June was set aside for faculty workshops to deal with college academic and organizational issues. Faculty were on a ten month contract and legally were to be available to the College during this period. Interviews with several faculty indicated that only fifteen to twenty percent of the faculty attended the workshops.

> I suggest that the total good--individual and College--might best be served by a "policy" which does not guarantee tenure, but an application of the policy that provides sufficient security to competent people. . . . All faculty members should have iron-clad guarantees that they will not be dismissed arbitrarily at any time, especially for reasons relating traditionally to academic freedom (expression of political views, activities as individuals vs. activities as members of faculty, citizenship, or whim of any individual or group within or outside the College.) (Brief No. 3).

Another viewpoint was expressed in a brief submitted by a member of faculty and the ADE:

> . . . the proposal of no tenure and renewable three-year contracts may work for as long as Paul Gallagher is principal of Dawson. It would serve to keep teachers alert and it would eliminate incompetence. Unfortunately, this proposal is tied to Paul's personality and to his way of operating. What will happen when Paul leaves Dawson and is replaced by a principal who does not like long hair or liberals or the Dawson Approach? (Brief No. 6).

The task force report also surveyed several alternatives for initial and subsequent contracts, and criteria and mechanisms for review and dismissal of faculty. Further

Council deliberations on the report were delayed until the fall of Year Three.

Minutes of the Academic Council and the Board of Governors over the following months illustrate the interaction between these two groups in drafting, amending and ratification of a policy.

A policy for Year Three. On October 15, 1971, the Academic Council asked two of its members, a student and the Coordinator of Educational Services, to prepare a working paper on the basic principles to be followed by departments in the evaluation of faculty. The next Council meeting discussed their proposals and accepted that evaluation criteria be based on the following:

> 1. Teaching and classroom effectiveness shall be the major criterion. The result of this evaluation will then be modified in terms of:
>
>   (a) Responsibility to students (in terms of reasonable office hours, willingness to assist in academic advising, submission of grades and reports on time, etc.).
>
>   (b) Competence in the individual's academic discipline.
>
>   (c) Contribution to the work of the department and of the College in general. (Minutes Academic Council, October 22, 1971.)

At the same meeting, a Standing Committee on Teacher Evaluation was proposed with a mandate: "to preview and approve evaluation mechanisms of departments; and to certify that the procedures were followed prior to the promulgations of any recommendations of review committees."

This committee was to be composed of two Academic Council members, and one Board member.

As one of its eighteen agenda items, the next Board of Governors meeting (October 25, 1971), ratified the Academic Council proposal adding the stipulation that:

> The fundamental responsibility of review is to determine, on the basis of available knowledge, if the interests of the College would be best served by the renewal of appointment.

Paul Gallagher was asked to serve on the Teacher Evaluation Committee as the Board's representative. It was also resolved that each department should establish a "Parity Committee on Teacher Re-engagement" to implement evaluation and re-engagement procedures. Except:

> In recognition of an individual's need to adjust to Dawson College in his first year,[6] he would be subject to review but a decision on re-engagement would normally be made only in the case of second or third year faculty.

Target dates were set for departmental reviews, and the Academic Council was requested to discuss and make recommendations with respect to establishing an Appeal Mechanism for the next meeting.

Realizing that faculty evaluation would have to take place over the next two months, Paul Gallagher submitted an Appeal Mechanism to the Academic Council for their consideration. It was accepted with three minor amendments. After approval by the Council the Appeal Mechanism was presented back to the Board. Here it was carried unanimously.

---

[6] In discussing the College environment most interviewees indicated a similar notion. As stated by one faculty member, "It takes you at least a year to get used to the place."

As part of a process of developing a comprehensive faculty engagement policy: (1) evaluation criteria, (2) a Standing Committee on Teacher Evaluation, (3) Departmental Committees on Teacher Re-engagement, and (4) an Appeal Mechanism, were now available to the College and were to be in effect during Year Three.

Environmental Conditions Affecting the Development of Future Policy

College Assessment. During the latter part of the fall term of the third year several events took place which were reflective of the unsettled nature of the College at the time. One of these was a college evaluation and planning project called "Operation Beaver." It was undertaken by a faculty member with the support of the president, and consisted of a series of open meetings inside and outside of Dawson. A questionnaire was distributed to all persons in the College. The "Beaver Report" stressed the presence of a "philosophical and operational" dichotomy between the majority of college members who favoured a "human development" goal and a vocal minority who saw training for the labor force as a primary goal.

> There is clearly wide disagreement as to these two goals and apparently very little concern for finding interaction between them. . . . Communication is almost non-existent among the diverse

> elements of the College" (Preliminary Report: Operation Beaver, October, 1971).

Using some of the information generated by Operation Beaver, Paul Gallagher addressed the College in what one observer termed as his "Second State of the Union"[7] message (Appendix F). He analyzed the College in terms of its initial philosophy and present operation, outlining where it was being successful and what the present crisis seemed to be. A special meeting of the Academic Council was convened to discuss the implications of the speech:

> Suggested as roots of the problem were poor communications, distrust of the Councils, lack of a clear mandate for the Councils and the administrators, people becoming disenchanted with endless meetings and rhetoric and the lack of an adequately functioning committee system (Twenty First Meeting, Academic Council, December 13, 1971).

One council member commented, "everything's a crisis at Dawson; why get excited."

Gallagher proposed the establishment of a number of College Task Forces to investigate several current issues and called upon the Academic Council for their assistance. One of the issues identified, was the pressing need for a comprehensive study of Engagement and Re-engagement practices within the College. Grant Brown, a faculty member on the Academic Council agreed to take on the study. He would submit his report to the Council later in the third year.

---

[7] The "First State of the Union" message is referred to in chapter three.

Problems with implementing faculty evaluation. At a January meeting of the Board it was mentioned that the process of evaluation was proceeding well although some difficulty was reported with a department which had not yet taken steps towards faculty evaluation. In February the Academic Council received notice from the Standing Committee on Teacher Evaluation, that the English department had not carried out a review of faculty. A resolution was passed stating that letters of re-engagement not be sent out to faculty in the English department until evaluation was carried out. The following week, upon considering the internal difficulties within the department, and "in the interests of promoting positive relationships among the various units of the College," the Council reversed its previous decision (Minutes, Academic Council, March 1, 1972). At the next meeting,

> There was debate as to whether or not the Council should reconsider its decision of March 1st, 1972, regarding the re-engagement of members of the English Department. Eventually, it was ascertained that the majority of members did not wish to pursue the matter further (Minutes, Academic Council, March 3, 1971).

Interviews with English department members about this event revealed many problems. As described by one department member:

> In the third year we had a Review Committee that couldn't agree on the time of day. There was a split between the philosophy of what the committee was trying to do. Half of them felt that it was not right to fire anyone, while the other half felt we had some

> bad teachers and we would be acting irresponsibly in keeping them. The committee came to the department with the problem and we told them they must settle it themselves.
>
> Dissenters in the group went to the Council and the Council came back to the department and said we must do the evaluation . . . the evaluation was a farce. The Council voted to censure us but later reversed the decision. It was a case of Council versus departmental autonomy, which, in reality, amounts to individual personalities on the Council versus individuals in the department.

Another English faculty member confided:

> It all started in the second year, too many people found evaluation reviews to be unpleasant, we couldn't get along, people were burned by student radicals, morale was way down. So in the third year people just shied away from the whole process. Our biggest problem, you see, is with ourselves.

An external Board member had this opinion of the situation, a problem which he associated with Dawson's participatory approach:

> The Board had lost control, some departments had defied the procedure. We got browned off and said they can't get away with it. Democracy entails rights and privileges, and obligations. The problem is with an elected chairman, he has no power and is put into impossible social positions where he doesn't want to comment on his colleagues. The Chairman should be appointed.

Faculty rejection of unionization. During the spring of 1972 and at the same time as the issue of faculty engagement was being worked out, some faculty were considering unionization. The executive of the ADE called for a meeting of the Association to vote on affiliation with the Confederation of National Trade Unions (CNTU). It was pointed out that only three of more than thirty CEGEP's were not affiliated. From Dawson newspaper accounts, an emotionally charged atmosphere was prevalent in the College at the time. Although somewhat bland in comparison to the personal insults traded through the newspaper, the essence of differing viewpoints are characterized by these two statements:

> There are two major reasons why I'd like the Dawson Faculty to join the CNTU: first to take our rightful place in Quebec; and second to join other working people in protecting all of us from arbitrary firing . . . from no matter what direction (Gary Campbell, Faculty, Dawson Planet, Issue 16, Spring 1972).

And a countering viewpoint:

> I chose to work here because the declared "Dawson Approach" promised freedom to innovate in a different kind of educational environment. I was led to believe that we would experiment openly with "community" and now I am told by the Union executive that we are back to the worker/boss dichotomy (Bernie Kahane, Faculty, Dawson Planet, Issue 14, Spring 1972).

According to interviewees there was much concern that the College become integrated into the Quebec milieu but at the same time many faculty were concerned that the presence of a union would harden relationships within the College. In particular it was felt that a union could have an adverse effect on procedures being developed for a faculty evaluation policy. It might also lead to drastic alterations in the College's open climate.

The "active" students at the College were very anti-union. Issues of the college newspaper carried several articles by students who argued against affiliation. They felt the ADE executive was being "manipulative"; that there was still opportunity at Dawson to create a better education, but this would be in danger as the presence of a union would negate a student voice in the College.

The faculty voted against joining a union. Of 380 eligible faculty, only 180 joined the AEL and of these 72 voted in favour of the CNTU. This was the third time in three years the faculty had turned down affiliation. Observers pointed out that this issue was one which greatly increased the tension level in the College. This state of affairs provided further impetus to get on with the task of arriving at a more refined faculty engagement policy.

The College Council's Position on Faculty Engagement and Re-engagement

As noted earlier, a faculty member on the Academic Council (Grant Brown) had agreed to do a comprehensive study and report on faculty engagement at the College. A well-defined policy was not yet available as interim procedures and piecemeal approaches had been used up until now. Brown's study entailed the collection of all previous practices and the building of a policy which included time lines for the completion of various steps in the procedure.

During the spring semester of the third year he published segments of his report in the college newspaper and invited response from college members. Discussion of the composition of the report also took place at Academic Council meetings. Minutes of these meetings indicate a great deal of debate over the issue of whether the Council should get involved in departmental activities but it was generally agreed that a policy was needed in the College which was flexible, yet applicable to all departments.

In May a preliminary "Brown" report was presented to the Academic Council and, in order to elicit further response, it was decided to send copies to faculty through department chairmen. Chairmen were requested to suggest amendments by the following October, at which time the Council could develop a final proposal for consideration by the Board of Governors.

Beginning in October of the fourth year, the College Council (The Academic Council was now part of the College Council) held a series of four meetings to discuss and amend the Brown Report, and on November 3, 1972 adopted The College Council's Position on Faculty Engagement and Re-engagement. In effect this report represented a synthesis of the practices and policies built up over the past three years. An outline of the main procedural points are included in Figure 5.

In summary, the report contained the following sections:

(a) General principles for faculty employment: competence; sensitivity to students; availability for consultation and planning and, active participation in college life.

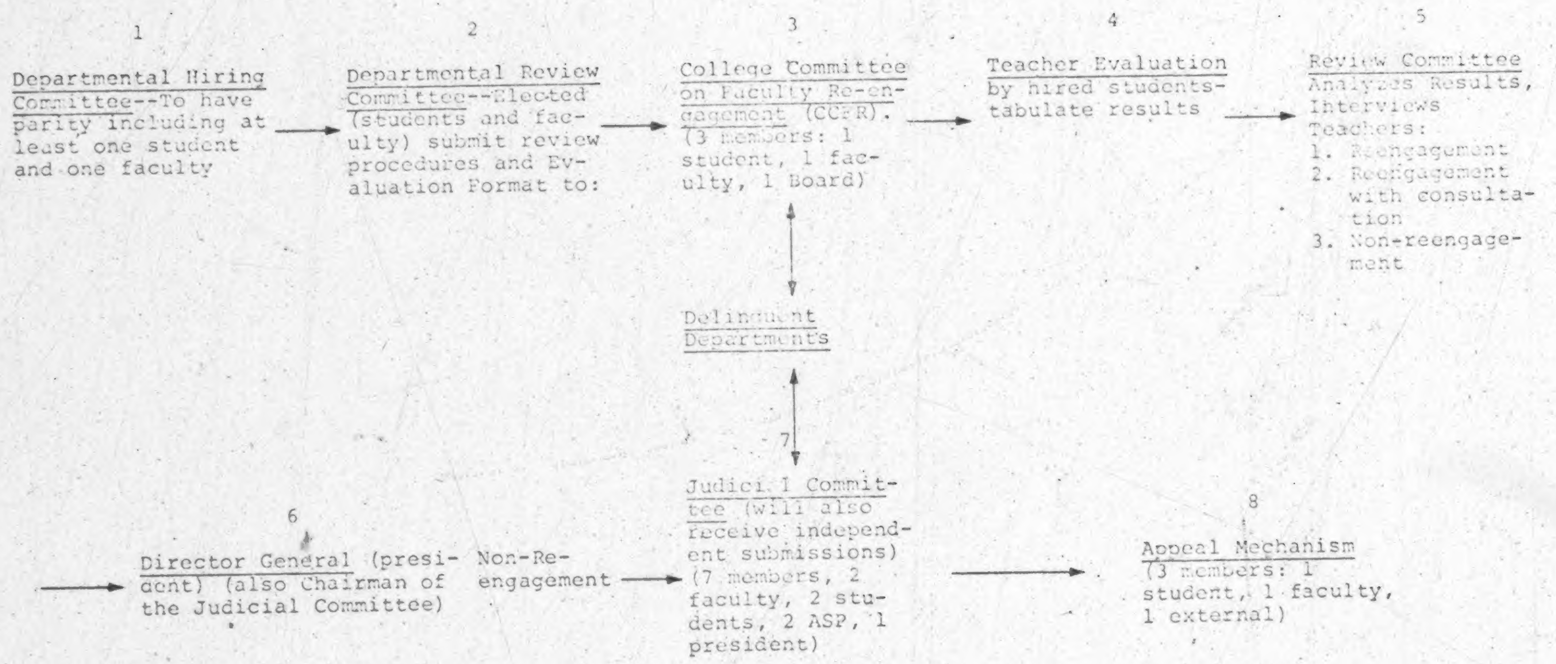
1
Departmental Hiring Committee--To have parity including at least one student and one faculty
2
Departmental Review Committee--Elected (students and faculty) submit review procedures and Evaluation Format to:
3
College Committee on Faculty Re-engagement (CCFR). (3 members: 1 student, 1 faculty, 1 Board)
4
Teacher Evaluation by hired students-tabulate results
5
Review Committee Analyzes Results, Interviews Teachers:
1. Reengagement
2. Reengagement with consultation
3. Non-reengagement
Delinquent Departments
6
Director General (president) (also Chairman of the Judicial Committee)
Non-Re-engagement
7
Judicial Committee (will also receive independent submissions) (7 members, 2 faculty, 2 students, 2 ASP, 1 president)
8
Appeal Mechanism (3 members: 1 student, 1 faculty, 1 external)

FIGURE 5

FACULTY ENGAGEMENT, EVALUATION AND RE-ENGAGEMENT PROCEDURES

(b) Departmental prerogatives in hiring and, procedures for Parity Departmental Review Committees:

- Elect representatives, half students and half faculty to Departmental Review Committees.
- Design Evaluative Mechanisms using College Council guidelines. Submit to the CCFR for approval.
- Hire students to carry out evaluations in each class.
- Analyze results and interview faculty.
- Make recommendations to the Director General (president) as to: 1. Re-engagement; 2. Re-engagement with colleague consultation to improve teaching effectiveness, or 3. Non-re-engagement.

(c) College Committee on Faculty Re-engagement (CCFR) Composed of three members: one student and one faculty from the College Council; and one Board member. To approve departmental Review Committee procedures, develop model guidelines, and to research the effectiveness of evaluation procedures over time.

(d) Judicial Committee: To take action against delinquent departments and to receive petitions against faculty.

(e) Appeal Mechanism: A fourteen point procedure including the establishment of a final Appeal Board composed of three persons: a student, designated by student government; a faculty member designated by the ADE; and one person external to the College.

On November 6, 1972, the College Council's recommendations were presented to the Board of Governors. The next issue of the college newspaper contained this brief account:

> The sixty-eighth meeting of the Dawson College Board of Governors saw the adoption of a Faculty

> Re-engagement policy for 1972-73. The policy was passed unanimously after lengthy discussion and after a short digression from the agenda[8] (Dawson Planet, November 7, 1972).

V. THE POLICY IN PRACTICE

While this research was in progress, faculty evaluation procedures were in operation. Departments had elected Review Committees, the College Committee on Faculty Re-engagement had completed a review of departmental procedures and Teacher Evaluation was on going. Fourteen out of twenty Daily Bulletins issued between mid-November and mid-December contained announcements about evaluation questionnaires, and informed "community members" of their right to air complaints directly to review committees. For example:

> FACULTY AND SUPPORT STAFF: The English Dept. actively solicits information and comments, both favourable and unfavourable, on English teachers from the community at large, not just from the students. If you have anything to contribute feel free to get in touch. CONFIDENTIALITY ABSOLUTELY GUARANTEED! (Daily Bulletin, December 15, 1972).

Another example of concern for evaluation was expressed in a letter published by a group of technology students, and posted on the college walls. The letter explained that evaluation procedures used in the previous year were a "joke" in that they did not discriminate between competent and incompetent teachers. Students in the department were urged to "get off their collective asses" and play a more active role in departmental evaluation.

---

[8] The "short digression" involved moving the Board meeting to the cafeteria to discuss another issue with an assembly of students. This "digression" is discussed in chapter six on college climate.

An opportunity was presented for this researcher to interview students hired by departments to administer questionnaires; to examine questionnaires and faculty evaluation forms; to attend a mock, review committee hearing, and to interview several faculty as to their attitudes towards the process.

Students administering the questionnaires explained that faculty know beforehand when they are coming, and usually the faculty member leaves the classroom while his students fill out the questionnaire. They perceived no resentment on the part of faculty although one incident was cited from the previous year when a teacher and a student allegedly came to blows over the matter.[9] The students thought that faculty were generally positive about evaluations, as one student commented, "They are probably more in favour of evaluation than are some of the students who think it's a waste of time."

A general impression of student and faculty opinion regarding faculty evaluation was gained from responses to the survey statement, "Students have too much say in faculty evaluation." Only twelve percent of faculty and ten percent of students surveyed agreed with the statement. Comments from several faculty indicated they were in favour of more student input.

---

[9] This was the same incident referred to in the discussion of College Council operation in the previous chapter. The incident provided impetus for the development of a Judicial Committee and an inquiry into a possible Code of Behavior.

Five faculty, for example, stated that students should have total say in evaluation. On the other hand a humanities faculty commented: "It is unfair to students to put the entire onus on them; by so doing, faculty avoid sharing responsibility." Several persons, both students and faculty, were concerned that evaluations were so uniformly positive, it was almost impossible to detect incompetence. Finally, three student government members, who were also very involved in departmental review procedures, felt that most students would "cop out" on evaluation. "They would not say if someone should be fired, partly because they didn't want to harm anyone and partly because the feel they don't have enough over-all information to make a decision."

Review of evaluation questionnaires indicated that they ranged in length from one question to a series of questions. A technology department questionnaire for example, stated the College Council criteria for teacher evaluation in a paragraph and simply asked the student's opinion on whether the teacher should be re-engaged and to state the reasons for his decision. Members of this department felt that it was extremely difficult to separate teacher evaluation from course evaluation and since the purpose of this evaluation was to make decisions about firing, then why not ask the question point blank. Other departmental questionnaires attempted to determine teacher effectiveness by including items on the teachers: preparation for class; his manner of responding to questions; personal help outside class; interest in students, and his ability to communicate effectively.

Many departments asked for teacher self-evaluation and, as per College Council guidelines, some indication of their involvement in college governance. A Medical Lab. Technology form for example, stated, "Please list all contributions you have made to the running of your department and the College as a whole during this semester."

Observation was made of a "mock" faculty interview held by the Humanities Review Committee in preparation for review of their colleagues. The committee consisted of four students and four faculty under the co-chairmanship of a representative from each group. The meeting involved role playing where one person posing as an interviewee would be questioned by the others. He was asked about the nature of his course; how he might improve on it; how he perceived his relationships with his students, and his involvement in departmental "administrative" work. Discussion which followed, was concerned with the creation of a non-intimidating environment during the interview, although some participants questioned whether this was really possible under the circumstances.

Interviews with faculty who had undergone review indicated wide variance in their perceptions as to whether or not the experience was stressful. The majority made favourable comments saying that it was a necessary and constructive process with very little threat involved if you were a competent teacher. However on the negative side, one person, who was not recommended for re-engagement, expressed the opinion that "the whole thing is a sham, there is no justice; it's like a kangaroo court." And expressing concern about the potential negative consequences of the evaluation process, a technology teacher shared this viewpoint:

> The re-engagement policy is simply another manifestation of the bureaucratization of this College. The policy has a net result of generating an atmosphere of mistrust and, to hell with Dawson. . . . Poor teachers can easily get around the rules, eventually we will have to be here nine to five, a person may be here physically, but not really putting out as most of us do now. The whole process of evaluation here is a perpetual process of self-mutilation.

A psychology faculty member cited evaluation as being a very positive experience which made people aware of the importance of all aspects of college life contributing to a student's education. Development of review procedures in his department had generated a great deal of discussion about teaching methodology.

> It has made faculty aware of the need for good teaching and what some of the variables are. . . . The thing has been pretty hectic at times, but it's probably been more effective than any faculty of education "methods" course on how to be a good teacher.

And finally, a review committee member in the French department, offered this perspective:

> At first departmental evaluation and re-engagement was seen as inquisition, but now it is more developmental; we are trying to improve our teaching. One or two people may still be threatened, but our meetings are generally pleasant and enjoyable . . . we usually have a little bit of wine and cheese to go along . . .

VI. SUMMARY AND ANALYSIS

The genesis of a faculty engagement policy was examined in this chapter beginning with the initial consultative stance of the Board and the general commitment of faculty to the Dawson approach. The policy evolved through periods of interim measures and three years of interaction between the Board, the Councils, and various groups and individuals, to the present practice of student evaluation of faculty, and the use of representative review and appeal committees at departmental and college levels.

The chapter examined the development of a policy, and through this examination it also illustrated several aspects of the participative process and related organizational issues.

As evidenced by this policy, participation as an organizational principle manifests itself in many ways. For example, students had the opportunity to participate through the evaluation process in important decision-making activity at classroom, departmental and college-wide levels. Evolution of the policy itself indicated concern for student input as the Board had requested viewpoints from all college constituencies. Also the policy re-endorsed the principle of faculty involvement in college affairs by listing this activity as one of the re-engagement criteria.

The policy itself appeared to be well received by most faculty who appreciated more definite procedures than had been the case in the past. Although regarded as a positive step, an unintended negative feature may result from its use in some departments simply as a mechanism for weeding out incompetent faculty rather than using it primarily as part of a developmental process.

A crucial organizational issue which emerged from the examination of the engagement issue was that of the jurisdiction of the Councils in relation to the departments. The question of accountability of smaller, or less exclusive, units to larger more inclusive units was brought to the forefront by the English department's non compliance with the College Council's procedures. Although this department encountered internal difficulties articulating individual faculty freedom and collective departmental responsibility, the problem was further complicated when one considers that the Council recognized the need for a degree of individual and departmental autonomy, balanced by a concern for accountability to the organization as a whole. Generally the Council avoided making specific rules and regulations but tried to create broad policy with a high degree of leeway for departmental interpretation.

A significant aspect of this particular issue was the decision of the Council to reverse its decision on censuring the English department. In retrospect, a Council member offered this analysis of their actions:

> We were angry at the time and felt we should put our foot down, legally we had the power to do it. But our credibility rests with gaining agreement from departments. We would have polarized the situation by exerting our authority. It's not the first time an individual or a group has defied something here--and often they have been right. Anyway, look at this year. That department was one of the first to complete its procedures. The real key to this participatory game is to have patience.

In which direction did accountability flow in this organization? Certainly the Board had legal powers, as did the College Council. In many respects however, the Council's function within the College was viewed as a service or coordinating role for departments rather than as a directive function. In a sense then, the Council was accountable to the departments. To whom were faculty accountable? Legally they were accountable to the president through the Board. But as stated in the "Dawson Approach," "The College exists for students and the value of any program or activity must be measured in these terms." Was the process of student involvement in faculty evaluation also indicative of faculty accountability to students?

Another significant issue illustrated in this chapter was that of administrator participation in governance. The president's input into the development of the policy was notable as he submitted his ideas through the Councils and the Board over the four year period. The president, and other administrators, were generally well regarded in the College community. Their ability to function through groups on the basis of their ideas rather than position was evidence of this regard. The fact that they were extremely influential was openly recognized by both administrators and faculty; as noted in interviews, it was not a hidden issue. Administrators were often requested to chair committees, or were elected to sit on councils or sub-committees within the College.

The participative nature of the College seemed to demand an administrative style which placed heavy emphasis on personality. However this characteristic also posed challenges to the College. Some faculty viewed the existing open climate as dependent upon the personality and ideals of the college president. Although the faculty rejected the principle of joining a powerful union, perhaps because they already had a voice within the College, there was skepticism as to what voice they might have if a different president takes over. One task facing the administration was the necessity to institutionalize the participative process so that it was less dependent upon good will and personality. The faculty engagement policy with its primary emphasis on student and faculty input, was a step in this direction.

There are some final questions on the functioning of the participatory system of governance and the length of time required to develop a policy. Could the policy have been developed more expediently? Should college authorities have pressed for a more definitive policy in the beginning? What kind of policy would have evolved if the Board and faculty negotiated according to an adversary system? Would the college climate have been such that faculty would reject tenure, and would the principle of student evaluation and student parity on review committees be acceptable? In the cultivation of a climate where these events did take place, was the slow, participative four-year process in developing a policy at least as important as the product?

CHAPTER 5

PERSPECTIVES ON THE PARTICIPATIVE APPROACH

I. INTRODUCTION

> Dawson College has been founded on the premise that the College can function on the basis of participatory and representative democracy, even with its diversity of people, resources and services. In many ways the unique education offered by the College is dependent upon the spirit of participation which transcends barriers of age, background or role; and involves students, faculty and staff in the making of decisions at all levels (Pattern for Dawson College Government, 1970:1).

The purpose of this chapter is to describe how college members participate--and to review some of the problems experienced by the College with this form of governance. What is participation? Why is it encouraged? How do participants view their opportunity to influence decisions? Those are some dimensions of the participative process reviewed in the following discussion. Related organizational concerns such as the particular demands made upon administrators, and the problems of implementing a participative style in academic and administrative service areas, are also examined.

Emphasis on Participation

Expectations of the College were that persons would opt to become involved in several dimensions of college life. In the early stages of development, Daily Bulletins, college newspapers and the college radio editorialized on the need for participation. So much were college members inundated with the concept, that one Bulletin carried this headline announcing a successful blood drive. "At least 450 people bled yesterday--NOW THAT'S INVOLVEMENT" (Daily Bulletin, March 20, 1970).

At the end of the first year, the college president was quoted in the student handbook:

> The fewer people you have exercising their opportunity to participate the worse it is. I hear people speak of apathy on the part of various people within the community . . . , it's true that vigilance is the price you pay. People should participate, otherwise the community will not work in the interest of the total group (Community 70, 1970:3).

A recent updating of the "Dawson Approach," reaffirmed the participative principle.

> The commitment Dawson demands of faculty members frequently includes countless hours in meetings and conferences and debating sessions--often unproductive on the surface--above and beyond the basic heavy responsibilities. The person who will enjoy life at Dawson will be one who expects and welcomes heavy involvement (The Dawson Approach--Today, 1972).

While participation and involvement in the College were encouraged, at the same time persons, within the spirit of individual freedom, could choose not to participate. No one was to be coerced into participation. As stated by one faculty member, "I think of participation and a sense of community as being interdependent, but there is little pressure to become involved here, most people seem to be doing their own thing."

Other comments made it clear that one could become involved if he desired. For example, another faculty member spoke of his own personal involvement stating:

> There is nothing explicit which makes you get involved, but the open environment here is such that if you have any organizational skills, you get pulled into situations where you have to fill a vacuum and use them.

Educational Value of Participation

Why did college members favour a participative approach? In discussing this question with a cross section of persons at the College, the general reason given for adopting a participative approach was that it had educational value for students. During the course of interviews this viewpoint was often implied, although seldom was it expressed as precisely as in the following brief presented to the Commission on Structures:

> . . . decisions are educational in their nature and should be considered as an integral part of the function of the College. We are teaching by the very forms of our structures and a hierarchical, authoritarian structure teaches students one form of functioning, and a participatory democracy teaches another form of functioning, in our society. If we are, as we are, preparing students for their mature lives in society, and that society functions as a democracy, it is our teaching responsibility to prepare students for the responsible exercise of adult participation in civic life, by teaching them group and individual responsibility and involvement in the structures of our community of Dawson (Sally Nelson, English Faculty, September, 1969).

Survey results indicated that the large majority of persons agreed that student participation had educational value. When presented with the statement "Student participation in decisions which affect them is of high educational value," the response was as follows:

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	80	6	14	70
Faculty	90	8	2	58
Administrators	72	0	28	7
ASP	83	17	0	18

II. DIMENSIONS OF PARTICIPATION

A Measure of Participatory Governance

To supplement impressions gained through interviews and survey data, a standardized measure of college governance was administered to a small sampling of students, faculty, and administrators. The Democratic Governance sub-scale of the Institutional Functioning Inventory (IFI, 1970), is described as reflecting,

> . . . the extent to which individuals in the campus community who are directly affected by a decision have the opportunity to participate in making the decision. High scores signify extensive and meaningful faculty and student involvement in institutional affairs, decentralized decision-making, and shared (horizontal) rather than hierarchical (vertical) organizational arrangements.

Results were as follows:

Group	Democratic Governance Mean (Out of 12)	Percentile Equivalent	(N)
Students	10.1	95	42
Faculty	10.4	96	36
Administration	9.6	92	7

The percentiles, all over ninety, project a general picture of the high degree of democratic or participatory governance in practice at the College. Although this reading offers an objective measure of the overall system of governance, the focus of this study was on how governance functions, how people participate and how they feel about being part of a participative form of organization. The following discussion considers these dimensions in more detail.

Levels for Participation

An aspect of governance which clearly emerged from this study was that there were several levels for participation within the College. And this aspect had to be considered both in organizational and individual terms. For example, a person could participate in decisions which affect him at several levels: (a) At the college-wide level, where one is a member of the Board, a College Council, a sector council or a sub-committee of one of these bodies; (b) At the departmental level, as a faculty or student parity member or as a participant on a sub-committee; (c) At the classroom level, where one can participate in decisions related to the teaching-learning process, and (d) At a personal level where participation is interpreted as feeling a sense of control over one's own behavior within the College. Classroom participation is considered indirectly in this chapter and participation at the personal level is discussed within the context of personal freedom in the next chapter. The following discussion pertains to participation at departmental and college levels.

At both of these levels, interviewees suggested that participation could take the form of indirect participation through informal contacts as well as participation in meetings or on committees. A survey question was designed which asked college members to indicate activities, i.e. informal contacts, meetings, committees, in which they regularly participate. Responses to the question are presented in Figure 6. Interpretation and related comments are as follows.

Briefly, the graphs illustrate high rates of informal contacts for all groups at both departmental and college levels. Persons generally reported higher participation at departmental levels than college levels, and within each level persons reported more participation

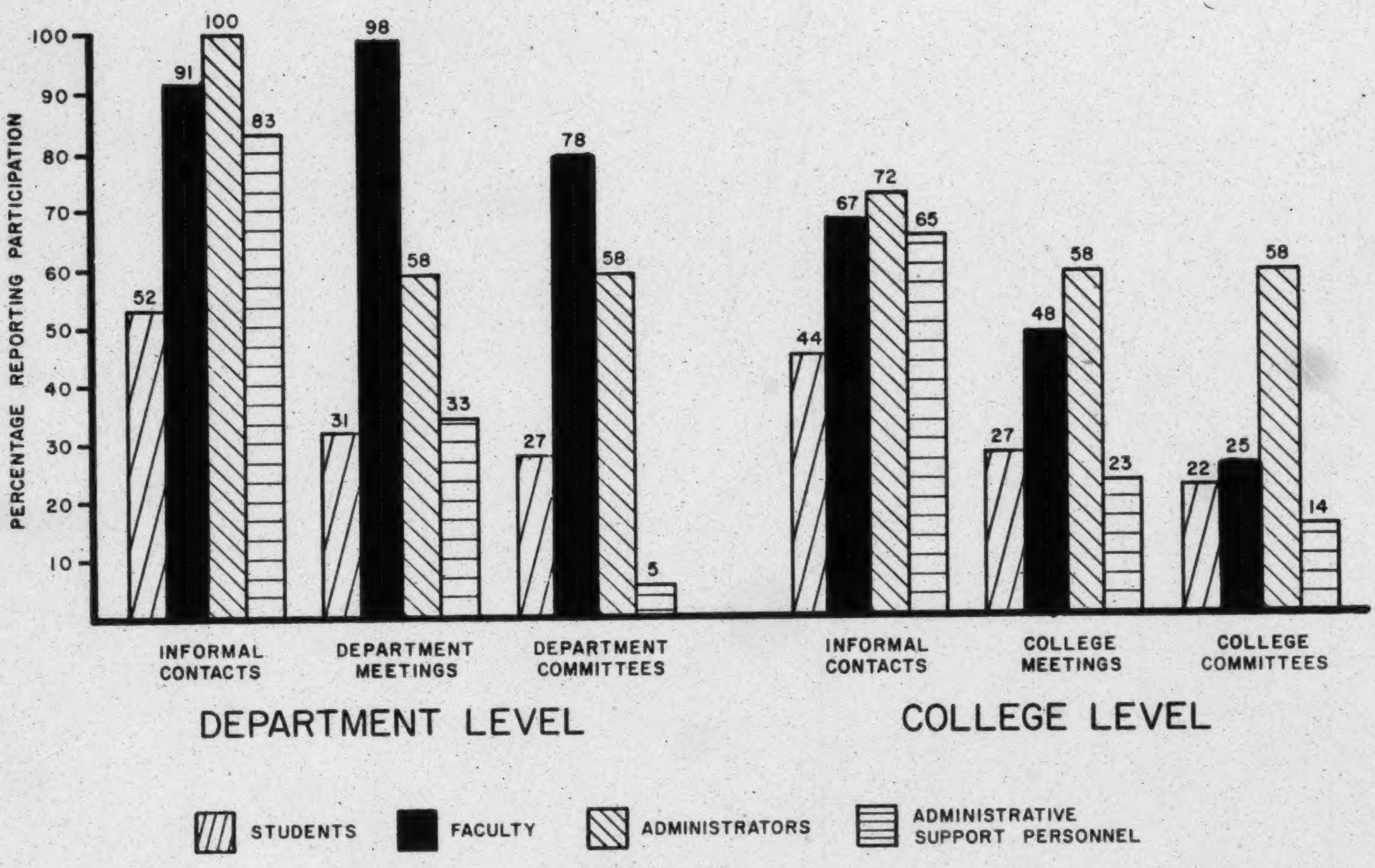

FIGURE 6

REPORTED PARTICIPATION AT DEPARTMENTAL AND COLLEGE LEVELS in meetings than on committees.

Students generally reported lower rates of participation than faculty and administrators. Moreover, interview impressions indicated that the reported percentage of student participation at the college level may be inflated. A possible reason for the liberal interpretation could be that this survey took place a month after a Board of Governors meeting was held in the college cafeteria with approximately one thousand students in attendance.

Ninety-eight percent of faculty reported attendance at departmental meetings, whereas less than half indicated attendance at similar college-level meetings. Although departmental attendance figures may be accurate, it was pointed out by interviewees that in most departments it was a small group of people who "end up doing all the work." Interviewees also felt that only fifteen to twenty percent of faculty (usually referred to as the "visible 50," Annual Report, 1971), were "really" involved in college-wide activities. It was pointed out that college-wide involvement varied according to the particular issue at hand.

Administrators, although indicating much less participation than faculty in departmental activities, reported higher participation on college committees. It should be noted that many college committees were of an ad-hoc nature and it was on these committees that many administrators seemed to have their input.[1] Finally, apart from the fact that they were involved in college governance at all, a significant feature about ASP participation was their high percentage of involvement through informal contacts. Secretaries in particular, noted the importance of informal contacts in their work. Some also participated regularly in meetings and on committees.

Following up on the impression that only a few persons were "really" involved at the college-wide level, the statement "Most college-wide decisions are made by a very few people," was included on the survey. Responses indicated general agreement with this viewpoint.

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	64	23	13	70
Faculty	83	5	12	58
Administrators	86	14	0	7
ASP	83	17	0	18

Interpretation of these data however, must be tempered by other feedback from survey comments and interviews. Many persons indicated that decisions made at the college level were not considered as important as decisions at the departmental level. Decision-making, it would appear, had been decentralized to the point where meaningful involvement was at the departmental level.

---

[1] For example the Daily Bulletin, October 20, 1970, listed eight college committees, with a total volunteer membership of eighty-seven persons. Each committee was composed of students, faculty, and administrators

Importance of an Opportunity to Participate

In spite of the fact that many students, faculty, and ASP may be considered as non participants; at least at college levels, a dominant impression was gained from talking with college members that the opportunity to participate in relevant decision-making activity existed for most persons. The contention that most persons perceived an opportunity to be involved was supported by the responses to this statement, "Anyone at Dawson has the opportunity to become involved in decisions which affect him."

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	73	16	11	70
Faculty	84	10	6	58
Administrators	86	14	0	7
ASP	82	18	0	18

Several persons who disagreed with this statement included comments on the survey indicating that too much time was required to follow up on this opportunity. For them it was better to concentrate on some priorities and trust others to make some decisions on their behalf.

Inquiring further into the issue of actual involvement versus a perceived opportunity to be involved, discussion with the college president revealed an added dimension. He stated:

> I am coming to the belief that many students, faculty and others are not so much interested in the possibilities of positive participation as they are in avoiding the opposite, i.e. I would want to test the hypothesis that, given all sorts of demands and priorities of various individuals within a community, what they really want and need is not so much the ability to participate as the assurance that they will not be "manipulated" by other individuals, groups, or the system.

He further added that the size of the unit in which persons are members, seemed to be an important factor affecting the degree to which they were actively involved. Persons may be able to digest the dynamics of a smaller unit such as a department, but it may be too much to expect a large percentage of them to cope with global college concerns. At the same time he stressed the importance of a mechanism which allows for their input when they do wish to become involved.

Changing Styles of Participation

One notable aspect of participation patterns was the changing emphasis or styles of involvement for many individuals over a span of four years. For a few persons heavy involvement has been standard practice from the beginning, while others who were very involved receded from college-wide participation to adopt a departmental or classroom focus. And, in the other direction some persons indicated that their participation at all levels was increasing.

From discussions with students and faculty who had been consistently active, most seemed to be motivated by a sense of mission or opportunity to promote educational and organizational change within the College. Here was a chance to do something about the ills of education; to create an "alternative." According to them, the only obstacles to participation were one's own resources of time and energy. An abundance of time and energy was needed to generate information pertaining to issues, and to also attend meetings. One also had to be very energetic in terms of being able to express opinions at meetings often characterized by an emotionally charged climate.

Persons had input into the participative process in different ways. An example of continuing activity, but an altered style of participation, was offered by this faculty member's description of a colleague's style of participation.

> You take (X) for example, he was a member of everything in the first few years, but his personality rubbed people the wrong way. Now he is not an official member of any college group but he is perhaps even more active. He ducks in and out of a lot of things. He is brilliant at writing proposals and position papers for committees and they are more often than not, accepted.

Regarding persons who were becoming less active at college-wide levels, interviews indicated a common feeling of frustration with group decision-making.

Problems associated with council operation discussed in chapter three were indicative of this feeling. Also, difficulties in making an impact on large groups or departments were suggested as sources of dissatisfaction. A Humanities faculty's perspective was representative of the viewpoints of persons whose involvement in broad college concerns was diminishing. He commented:

> I am withdrawing to the classroom environment. It's a question of how do you make change? How do you relate to the larger group? Take a large meeting, like the College Council, or our Humanities department. If you're lucky you can get people excited about making a whole scale change, but it doesn't last, they go home and forget about it.
>
> On the educational scene, I can do something for people in the classroom, you can get a good return for your energy by working with the kids, and getting them to be involved in the College. I will still be participating, but at a level where I can see rewards. You can't get the same reward for trying to change the department or the College.[2]

Interviews with people who were not involved in college activities yielded two main reasons for their non-involvement. A feeling of shyness where persons did not feel aggressive enough to speak up at meetings was one reason. The following quotation from a mathematics teacher is illustrative of this feeling.

> I enjoy the sense of freedom here and feel responsible for this college. I guess it is a

---

[2] This researcher made contact on separate occasions with three students, all active in college affairs, who said they first developed an interest in involvement as a result of experiences in this faculty member's classes.

> weakness that I am not more involved but I love teaching, that is my world . . . I spend about sixty hours a week here, not because I have to, but because I want to. I am involved behind the scenes departmentally but I am not the outgoing kind of person who can work in a large group.

Others simply expressed their refusal to be involved in activities outside their classroom teaching. As stated by one of them for example, "I was not told I was expected to get involved in administrative activity when I first came here. It is not my responsibility." (This same person was also aghast at the idea of student evaluation of faculty.)

Faculty, who considered themselves as "late bloomers" in the participative approach at the College discovered that as time progressed they found their interest in the College increased and thus they began attending meetings and volunteering for committee work.

Finally it was noted that interviewees were generally of the impression that there was less excitement associated with involvement now than in previous years. A technology faculty spoke of the situation in this light:

> It's more difficult now to get people to go to meetings. In the past when you would return from a meeting, people were excited, it was usually controversial stuff, others asked what happened. Now you might as well be returning from a meeting of the Elks for all the interest it generates.

For many, the novelty of participation had worn off. It was not considered a normal part of college life.

III. STUDENT-FACULTY PARITY

Determining how students were going to be involved in governance was a task which was faced by the College from its beginning. The concept of student-faculty parity evolved with the growth of the system of governance. As stated by a member of the early Commission on Structures, "it stemmed from early newspaper reports about the College focus on students, it was implicit in the "Dawson Approach," and it was enhanced by the favourable attitudes of most faculty." The Commission on Structures set the precedent which is now generally accepted: student parity would mean an equal number of students and faculty on any college body. Parity was particularly applicable to departments where students were elected to serve as departmental members. The challenge of operationalizing parity in departments is the focus of this section.

Parity: Operation at the Departmental Level

Successful functioning of student parity at the departmental level varied widely between the College's thirty-four departments, and also within these departments. Indeed the criteria for success were variable as well, although it was generally conceded that high student attendance at departmental meetings was a good indicator of parity working well.

Participation within many departments was sporadic and issue centered. As stated by one teacher:

> Parity is not working all the time, but varies in different committees. The hiring and firing committee is active right now, a student is co-chairman and all student representatives attend, while another committee like the one on student-faculty relations, seldom meets.

An illustration of the differences in the function of parity between departments was offered by a technology faculty as he described parity in four different departments.

> In the technology sector you have department A where we are generally paternalistic with students, they seem to expect a dad to guide them and know we won't screw them. In department B, it's pretty well an authoritarian autocratic situation, the chairman is boss and that's it.[3] Department C is virtually run by students, the department is small, there are only a few faculty and students have to carry the load. In the fourth department, D, I would say there is participatory democracy as students and faculty equally share in running the department.

According to interviewees, one of the main difficulties with operationalizing parity was that of obtaining student representatives. The following notice in the Daily Bulletin illustrated the problem.

> TO ALL FINE AND APPLIED ARTS STUDENTS If you do not see fit to supply a class rep. for our department, decisions will be made concerning you without

---

[3] Department B was an interesting case in point. Many persons in the College shared the view that it was run autocratically. But an interview with the chairman indicated that he perceived his department to be one of the few in which students had real input. Interviews with several students within the department revealed agreement with this viewpoint.

> consulting you, regardless of repercussions. Tough luck. Signed--Present overworked student reps. (Daily Bulletin, February 2, 1973).

A series of comments from faculty members provides further perspective on the problems of getting students to participate in some departments.

> - We quibbled for hours in the sciences, over how students should be represented. We finally settled on the idea of class representatives. In theory this could mean at least double the number of students over faculty at a department meeting, but in practice it was no problem, they don't all come (Physics Faculty).
>
> - It's not a lack of good will on the part of faculty but in a big department with sixty faculty, the logistics and the size scares them off. Out of sixty students, we have about twenty regulars (Humanities Faculty).
>
> - In our department, we can't get them out, meetings are too boring, a few kids come, others think it's a good idea but don't want to expend the energy (Chemistry Faculty).

Some problems with getting representatives from the student viewpoint were revealed in the "Project Dawson" questionnaire. Seventy percent of students said they had elections for parity representatives in their classes but in half of the cases positions were won by acclamation.

In two programs, Mosaic and Reflections, students noted that the question of student parity was non applicable. In these smaller units, the nature of their organization was such that students were a dominant voice if they so chose; parity was not an issue.

If an overall assessment of student parity were possible, the following balanced survey responses to a faculty member's statement, "Student parity in departments is a myth," may be indicative of the situation

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	27	39	34	70
Faculty	40	41	19	58
Administrators	42	29	29	7
ASP	32	18	50	18

Attempts to Improve Student Participation

What was being done to improve the parity operation? Faculty attitudes reflected three possible positions. One viewpoint was that students had the chance to be involved, and if they did not seize the opportunity nothing more could, or should, be done. A second viewpoint was that students should be obligated to participate, as were faculty, and somehow measures should be taken to ensure participation. This coercive attitude was held by a minority of faculty. A third viewpoint, and one which seemed to be growing in strength, was that faculty had a responsibility to encourage and facilitate student involvement at all levels of governance. The essence of this position was put forth by an English faculty member who had been very active in helping students to become involved in the College.

> When the College started most of us had the attitude that student participation was to be solely initiated by students; that we were to stand aside. We have learned that attitude is wrong, it was part

> of the Dawson rip-off to let students fend for themselves. I am not advocating paternalism, we bent over backwards to avoid that. But if we believe in social action, we have to pass on our political skills to them, make sure they know how to get involved, make sure they get information, teach them how to get things done.

The degree to which other college members shared a similar viewpoint is indicated by the responses to the following survey statement, "Faculty and administration have a responsibility to encourage and facilitate student involvement in the College."

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	60	19	21	70
Faculty	76	12	12	58
Administrators	72	14	14	7
ASP	60	10	30	18

An example of faculty taking the initiative to promote student parity was seen in the operation of the psychology department. According to individual students attendance was high at all meetings and often students who were non members attended as well. Interviews with departmental faculty revealed that the department made a conscientious effort to involve students. Faculty "talked it up" in their classes, new student members were oriented to the department, and students were expected to share equally in the work of departmental committees.

At the time of this research, the College Council tabled a faculty member's report, entitled

Improving Student Participation. The report urged departments to pay special attention to orientation of new student members and asked that departments officially endorse participation as an educational function for which students could receive partial course credits. Some students were presently receiving partial credit for involvement in governance activity but this was individually negotiated, rather than being general policy.

A discussion about student participation with a group of faculty revealed very strong opinions that implementation of a participative teaching style at the classroom level was extremely important. For them, student input into decisions about course content, presentation and evaluation, was at the center of the whole participative approach. In an attempt to gain broader perspectives on this opinion, a survey item stated "Faculty attempt to implement a participatory approach in the classroom through their teaching style." Responses were as follows:

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	66	20	14	70
Faculty	53	11	36	58
Administrators	14	0	86	7
ASP	17	10	73	18

As indicated by approximately half of the students and faculty, a participative style was being applied at the classroom level. The high percentage of "no opinions" reflects the difficulty of obtaining feedback on classroom activity.

Student Reactions to Participation

A synposis of student opinions about departmental parity summarizes many of the ideas discussed to this point. It also introduces another important element. From the perception of many students, parity was interpreted as having a direct bearing on the teacher-student learning relationship. On the "Project Dawson" questionnaire students were asked the question, "How is parity manifested in your department?" Written comments were categorized as follows: (a) procedures for obtaining parity students; (b) comments emphasizing the importance of the opportunity for student input (latent power); (c) positive and negative comments regarding the functioning of parity within departments,and (d) promotion of good student-faculty relationships. Representative responses are presented in Table 1.

Further discussions with students regarding student-faculty relationships, indicated very strong feelings that a unique feature of the College was the opportunity to make informal contacts with faculty. Many students related to faculty on a first name basis. On another "Project Dawson" item, sixty percent of students reported calling at least two faculty by their first name,

TABLE 1

HOW IS PARITY MANIFESTED IN YOUR DEPARTMENT?

STUDENT RESPONSE

CONCEPT AND INTERPRETATION	N(300) FREQUENCY OF MENTION	PERCENTAGE
Procedures for Parity	45	15
-Representatives are elected at a general meeting of departmental faculty and students. -We elect class representatives. -Some interested people just show up at meetings. -Somebody in our class gets "Joed" into going to meetings.		
Latent Power	21	7
-If something ever goes wrong, you know there is a way to do something about it. -It's important just to know you can have a say if you want to. -Students may appear apathetic but all hell will break loose if it's taken away.		
How Does Parity Function		
Positive Response	51	17
-If parity means equality we have an equal voice but we also learn to respect the views of faculty who simply know more. -Students can have as much say as anyone else in the department if they want to, it depends on your personality.		

TABLE 1 (Continued)

HOW IS PARITY MANIFESTED IN YOUR DEPARTMENT?

STUDENT RESPONSE

CONCEPT AND INTERPRETATION	N (300) FREQUENCY OF MENTION	PERCENTAGE
-I am a Science student and a Psych. dept. rep., it works well there but not in the Science dept. -I am a parity rep. and what I suggest is certainly taken into account. A student doesn't always have to win. -It works very well in three depts. that I know of, you feel you belong . . . -We definitely have a say and it does make a difference, sometimes it's surprising		
Negative Response	31	10
-Students have a vote but we are never given real responsibility like being dept. chairman. -We have parity in Commerce but it's ineffective, students are put down. -I am a rep. not enough students attend meetings, we're outweighed by faculty. -There's a numerical parity--but students are transitory and don't find out what's going on quickly enough.		
Parity Promotes Good Student Faculty Relationships	38	13
-Teachers take into account what the students want. -They try to share their knowledge not just talk at		

TABLE 1 (Continued)

HOW IS PARITY MANIFESTED IN YOUR DEPARTMENT?

STUDENT RESPONSE

CONCEPT AND INTERPRETATION	N(300) FREQUENCY OF MENTION	PERCENTAGE
you. -We can talk to him as if he were a classmate, not a teacher. -I can say to a teacher what I feel about the course and the way he teaches it. -Teachers ask for suggestions for improving the courses.		
No Response	114	38
	300	100

and thirty percent called all of their teachers by their first name. For some, this was symbolic of the College's attempt to move towards a concept of community, shared decision-making, or participatory democracy.

Although not directly related to departmental participation, two items on the "Project Dawson" questionnaire offer additional insight into student participation at the College. One question asked students the degree to which they felt they had an active say in decisions which affect them. Fifty-six percent responded that they had "enough" say; thirty percent responded "not much" and fourteen percent "didn't care." A second question asked, "The College should be run primarily by: (a) students; (b) faculty and administrators; (c) students, faculty and administrators?" The same question was repeated as a second part, except students were asked this time to estimate "how the College is run." Results were as follows:

	The College should be run by:	The College is run by:
Students	11%	13%
Faculty and Administration	19%	23%
Students, Faculty and Administration	70%	64%

Perhaps the congruence between these two sets of figures indicates a measure of shared authority in the College. It also confirms the impression that students do not want to "run" the College, but they do wish to share in the process.

Faculty Reactions to Student Participation

From interviewing faculty, a definite impression was gained that they are in favour of student involvement, in fact, most of them now accept it as a matter of course. Many faculty, however, confided that when the College began four years earlier, they had many doubts about the implications of student participation.

A former high school teacher stated,

> Frankly I was quite anxious about how students would react, and how I would react. To think that some teen-ager might call me by my first name bothered me at first. Now I look back on it and laugh at myself for being concerned about such a petty thing.

And a technology teacher recounted this experience:

> I felt we were getting carried away with the student power thing. There was a lot of pressure, mostly from people always talking about the "Dawson Approach," to let kids have a say. I didn't like it in the beginning but I have been converted; it's just a matter of people working with people. If anything, I sometimes wish they were more involved.

Finally, a science faculty member summarized: "I equate my past attitude towards student involvement as being parallel to my previous negative attitude about long hair. It's just no longer an issue."

At the end of Year One, a city newspaper carried this interview with a faculty member entitled, Dawson: Student Involvement:

> The ideal of student involvement that Dawson College was built on has been translated into reality.
>
> The students who are making the decisions here are all about seventeen or eighteen years old. And there is NO anarchy, it is NOT frightening (The Gazette, July 3, 1970:13).

IV. ADMINISTRATIVE AND ORGANIZATIONAL CONCERNS

Administrative Style

What are the demands of a participatory form of organization on administrators? The roles of administrators in the College emerged several times in the preceding discussion of governance. It now seems appropriate to provide a more comprehensive description of the life of the administrator in this College.

First it should be mentioned that the College does have a form of hierarchical administrative structure. An outline of this structure was provided in Figure 3 in chapter three. In discussing administrative style, the following examination is mainly limited to "senior" administrators, and in particular, the president. Senior administrators include the president and two vice-presidents, the Coordinator of Educational Services, and the Director of Student Services.[4]

---

[4] Also included here, would be the Director of Continuing Education but this discussion focusses only on those elements directly associated with the "day" program.

The college president. During the initial stages of this study, it quickly became apparent that the central figure at the College was the president, Paul Gallagher. In the process of identifying persons knowledgeable about college activities, in every case he was identified first.

The president's administrative style is reflected throughout this thesis. Interviewees pointed out many characteristics about the president which suggested that he would likely rank very high on the two dimensions; concerns for people and for production of The Managerial Grid (Blake and Mouton, 1964). Numerous persons reported positive contacts with him in which he conveyed a feeling of trust, encouragement for their ideas and concern for their personal development.[5] He was also highly respected for his knowledge of the technical aspects of the College, his ability to generate complex position papers quickly, and his insights into what was "really" happening in the College. Reference to his Annual Reports were offered as evidence of these skills.

Discussing his perspective on the role of administration during an interview, Gallagher suggested that to encourage the principle of participation, he purposely attempted to avoid a directive role within the College. His perceived function,

---

[5] Included here were four faculty who, although expressing negative views about the College, had personal contact with the president and expressed positive views about him.

> was not to direct administratively, but to bring together groups and individuals to deal with our problems, and perhaps suggest ways in which things can be resolved.[6]

His ability to work well within groups was singled out by several faculty as his greatest strength.

Clearly, he was a major influence throughout the College by virtue of his expertise and his charismatic personality. However, many of his strengths and his style of operation were also considered to be some of his weaknesses. Some faculty felt that because of his strong trust in people, he was often open to being "hoodwinked." Another problem cited was with his accessibility to any faculty who wanted to discuss an issue; his encouragement was often taken as endorsement, and other persons or groups associated with the issue complained that they were being by-passed. These instances were continually being brought to his attention, particularly by other administrators. Finally one Board member, while commending the president for his leadership at Board meetings, also commented that "he dominates meetings--mind you I don't mean domineering--but I sometimes wish others would share the load more." All of these cases point to some of the negative consequences of the president's administrative style. They also indicate the precarious role inherent in the position of any college president.

---

[6] It was noted by other administrators that a participative approach involved numerous meetings during the day. Often paper work had to be done at home. Examination of the president's calendar over a period of two months indicated an average of five meetings per day, each one lasting between thirty and sixty minutes.

Another noticeable characteristic of the president's operating style was the seemingly boundless energy he had for work. As stated by another administrator, "he's always on the move, you have to skate like hell, just to keep up with him."

Other administrators. Some impressions from the Coordinator of Educational Services serve to further highlight the administrative role within a participative environment. He explained that while there was little evidence to verify some claims that the College was innovative in curriculum, it was he felt, innovative in its form of governance. Student parity, for example, was ingrained as a way of operation. He recognized the problems of implementing parity, but emphasized that it was encouraged "on the basis of an educational rationale, not just a power move to buy off some vocal radicals." He further added that the College required a particular administrative style, and administrators had now learned to cope with the "free wheeling" nature of the College.

> Our administrators are now comfortable with this participative form of governance. You just have to be flexible, not only in your work routine but also

> in your value judgements. First you have to get your work done, you also have to be able to voice your opinions at councils, and you have to be accessible to debate issues with students, faculty, secretaries--at meetings, often called at a moments notice. At the same time you can't let the unconventional things which happen around here blow your mind.

Numerous examples of "unconventional" activity were observed at the College. Perhaps symbolic of what the Coordinator was referring to, was witnessed in the hallway directly following his interview: a faculty member rode by his office on a unicycle, with a dog in close pursuit.

When asked what are some of the negative dimensions associated with being an administrator in this environment, the Coordinator spoke of the problem of "fire fighting." Administration seemed to be a "constant process of putting out fires and reacting to crisis. There is no time to reflect on what you are doing or to assess where the ship is really heading." He suggested that many faculty and students did not realize the work administrators put in "behind the scenes, i.e. fending off parents and public officials, to allow the open atmosphere to exist." At times administrators were discouraged with the perceived lack of student and faculty response to the opportunity to become involved.

> Many at Dawson do not involve themselves in any aspect of college governance although decisions taken affect them directly, and the opportunity to participate is theirs. Only a handful of the "community" actually govern, and yet participation in this process is considered to be part of learning (Coordinator of Educational Services, Annual Report, October, 1972).

Furthermore, the Coordinator singled out the council system as being non-functional. The College Council was not really representative of the internal community as a "few administrators and faculty tended to dominate the meetings."

Constant attendance at numerous meetings was one of several factors which appeared to contribute to administration being a tiresome process.[7] The "human toll" exacted by the College was particularly noticeable at the senior administrative level. Apart from the president, none of the four senior administrators who had started with the College remained. Evidently the stresses associated with the College's style of operation had much to do with their leaving. A newspaper interview with the Comptroller who resigned mid-way through the third year illuminates the problem.

> I couldn't carry on indefinitely, I'm almost washed up with fatigue, just mentally exhausted. I think it's the pressure and the frustration over the long haul. Although Dawson has become part of me, I feel it is a decision I had to make . . . I think I have grown and developed with Dawson to some extent, but maybe I haven't grown enough to accept what they're trying to do here (Dawson Planet, No. 14, 1972:8).

In the participatory environment it didn't take long for college members to recognize the academic implications of financial decisions. Consequently the prerogatives of the Comptroller and his work were under constant scrutiny. The decentralized nature of the College also entailed decentralized budgeting to the more than thirty departments which, at least in the beginning, produced countless technical difficulties for the Comptroller.

---

[7] The Coordinator also emphasized the importance of attendance at meetings as a means of communication, "keeping in touch," with what was going on in the College.

A third member of the senior administrative team, the Director of Student Services, was identified by interviewees as also being very influential within the College. Prior to assuming his administrative post he was an animator within the student services department where one of his functions was to lubricate the governance machinery of the College. This meant attending college meetings, identifying problems and bringing them to the attention of various groups, and working with student government. While acting as animator he was elected to be chairman of the College Council, a function he still retained as an administrator.

A point worthy of note here is that the ability to chair a meeting was a prized commodity within the College. With its emphasis on participation and consequent abundance of meetings, persons who were "good chairmen" were given high informal recognition in the college community. Examples of persons with this recognition would be: a science faculty member whose services were in high demand by several departments in the first two years; the chairman of the Arts Sector Council would be another; and the chairman of the Board of Governors was also noted for his chairmanship skills. The three senior administrators would also fall into this category.

To say that the administrators within the College did not have "position power" would likely be untrue. But their influence by virtue of their personality and willingness to engage in the participative process was also apparent. The president, as a dynamic educational visionary; the Coordinator of Educational Services with his more pragmatic approach, but still able to "wheel and deal" in the uncertain college environment; and the Director of Student Services who served as a facilitative bridge between many college elements, complemented one another as a team. That they were a powerful force within the College was common knowledge recognized not only by other college members, but by themselves as well.

Coordination: Role of Sector and Departmental Chairmen

The chairman's job was considered to be a very delicate, and often difficult one within the College. Because he was elected and purposely not given any power by virtue of his position over faculty, he had to operate through personal influence. Consequently the job was considered undesirable by some faculty.

A good example of this problem emerged from observation of a regular Friday evening, Arts-Sector Council meeting. The meeting was attended by approximately forty persons; departmental chairman and parity students. One of the main topics on the agenda was the question of procedures for electing a new Arts-Sector chairman. Two hours were spent on discussing the position and attempting to arrive at a consensus regarding a job description. Apart from emphasizing that the position be essentially one of coordination, most faculty appeared to be quite guarded in their statements. In discussing what went on with several faculty after the meeting, it was pointed out that no one wanted to say too much for fear that he might be nominated for the job. As one department chairman put it, partly tongue in cheek:

> We know what it's like being a powerless chairman of a department, and most of us feel it's important to keep it that way, but it makes it difficult to do the job. Well, the sector chairman is in the same boat. Can you imagine anyone wanting the job of trying to coordinate all of us.

Participation: The Service Departments

What were the experiences of those in non academic departments? How did the principle of participation affect the operation of service departments? These were questions which emerged as important issues affecting the overall operation of the College and are pertinent to this discussion on college governance. Discussion of library operation and a "managerial workshop," serve to highlight some of the difficulties.

The library. An interview with a librarian who had been with the College from the beginning provided perspective on the changing operational stance of the library as it responded to the uncertainties engendered by a participative environment.

According to the librarian, the library had started off with idealistic notions of community and trust as expounded by the College philosophy. In operational terms the library would not have conventional security and fines systems but, within a spirit of mutual respect, students and faculty were expected to return loaned books. This was to be an exercise in responsibility, but many books were lost, not only to college members, but to outsiders who capitalized on the open library. Internally the library "flirted with experiments in participation and parity but it was wasted time as students were not interested in all the technical details of running a library."

A combination of factors, book loss and lack of interest in participation, were cited by a Resources Council Commission of Inquiry as major problems which must be overcome. Because there was too much evidence of irresponsibility, and the cost of lost books was considered too high, they pressed for tighter controls. A distinction was made between the participative philosophy, or that part of the philosophy interpreted as "openness," as applied to departments and to service areas. The library had to become more efficient. Turnstiles were placed in the library and the number of exits limited. The possibility of posting security guards was tabled, awaiting the results of future inventories.

Referring to the "efficiency versus humanity myth" which pervaded the College, the librarian pointed out that the majority of students did not balk at the procedures implemented to improve service; "the desire for having a book when you want it outweighed the notion that it be kept as an open, free book dispensory." In fact a more efficient operation was at the same time a more humane operation.

Managerial workshop. The following statement, by the Coordinator of Educational Services, reflects a problem experienced by many administrative support staff in adapting to the life of the College.

> I feel more needs to be done . . . in training or orienting our Administrative Support Staff. It is not their fault for finding Dawson confusing or frustrating if no guidance has been provided as to work responsibilities or style. It is not enough to say "they don't fit in" if we haven't done the proper job of interfacing them with the Dawson milieu (Annual Report, October, 1972).

The key question seemed to be one of application of the participative approach to support services, i.e., bookstore, printshop, audio-visual, security. To what extent were they to participate in wider college affairs? Some ASP were very involved in college activities; others did not wish to be involved. Some managers (Directors, heads, coordinators), of service departments were able to accommodate a participative style of operation in their departments, while others were not, and the participative philosophy of the College provided many headaches for them.

While this researcher was present at the College, the president responded to the problem of ASP participation by initiating a series of "Managerial Workshops" to discuss the situation. A Working Paper on Managerial Roles, Responsibilities and Prerogatives was to serve as a starting point for discussion. It was sent to approximately thirty persons considered to be in managerial positions, and also sent to some counsellors and senior administrators who functioned as resource persons.

The "Paper" recognized the sensitive role of ASP's with managerial responsibilities and the problem of balancing participation with the need to get the job done. It stressed the diversity of approaches to participation; that participation should provide a sense of personal satisfaction; that there were differences between "academic" and "service" departments; and that collective decision-making was a goal, but not a practical reality for the present. Managers were expected to use consultation; listen to department members; maintain good human relations with departmental members, and to attempt to "apply the college philosophy" in arriving at decisions. Evaluation of their performance would be based not only on the service provided but in their ability to work well with other persons in their units, while providing the service.

Observation of two seminars and discussion with several participants, revealed several perceived problems with the College's participative approach. Some of the general complaints included:

1. A feeling that managers did not have clearly defined authority or job descriptions. This looseness tended to "wear people out."
2. The Dawson philosophy was too abstract to be practised; you couldn't call a vote on everything.
3. Paul (the president) didn't see himself as a "power figure" but ASP's expected a more directive approach from him.
4. Some managers felt they were accountable to many students and faculty at the College but the participative philosophy gave them no authority and they were not "backed up" on many decisions.

At a summary session many of these points were brought out. Although some managers were of the opinion that participation "just could not work," the general tenor of discussion was that it was workable but there were many difficulties to be overcome. Proposed solutions to the problems were varied. One counsellor spoke of the need for shared responsibility, personal power instead of prescribed power, and a team approach, but this was dismissed as being too impractical.

Putting the participative philosophy into practice was a real problem for most managers. It offered a series of perceived dilemmas. On the one hand, managers felt pressures to be participative, whatever that was, and yet there were also pressures from all segments of the College to be efficient, in providing a service. In many cases the two were perceived as being incompatible. In summarizing the problem, an administrator put it this way:

> We're asking an $8,000 to $12,000 manager to conceptualize and behave in a way a high-powered $25,000 guy has difficulty with. How secure are our managers, for example, in working through a group?

At a subsequent seminar, it was decided to look to management consultants outside the College for guidelines in future meetings. A steering committee was set up to plan for upcoming sessions. An Organization Development team in student services was also going to be active in resolving the problem.

V. SUMMARY AND ANALYSIS

Beginning with the College's emphasis on participation and a measure of participatory governance, this chapter described how college members participated in varying levels of the college organization. The importance of perceiving an opportunity to participate, if not actual participation, was reviewed and examples were given of differing styles of participation. The functioning of student parity at the departmental level was examined, followed by a review of administrative and organizational matters related to the participative approach.

Participation was equated not only with involvement at college-wide levels, but was becoming increasingly important at the departmental level. Some general patterns of participation in college governance may be postulated as follows:

1. Firstly there was a group of persons very active in college-wide activities such as the Board and the Councils. The group included most administrators, some active faculty and students and a few ASP. These persons have been referred to within the College as the "visible 50." Involvement of large numbers of college members was situationally oriented and not a constant.

2. Secondly, a similar grouping existed within most departments at the departmental level. Here the majority of faculty,[8] the chairman, and a coterie of students were actively involved in departmental governance. Many others became involved according to the particular issue at hand.

3. Thirdly there seems to have been a number of persons at the College, including a few faculty and large numbers of students, who were aware of an opportunity to participate. To them this opportunity to be involved was translated into a feeling of freedom and a sense they were not being manipulated by others.

4. Fourthly it appears that there were a number

---

[8] Faculty participation varies between departments. Faculty who were interviewed felt that the smaller departments had more active faculty involvement.

> of persons within the College who did not see participation as meaningful or necessary. The College was but a stop off point on the way to somewhere else.

It should be noted that these patterns are rather amorphous, and they are not mutually exclusive as patterns of participation changed over time.

Regarding the functioning of student parity, it was evident that students did not clamor for participation just because they were given the opportunity to do so. Faculty and administrators were becoming more aware of the need to cultivate student involvement at all levels of college governance.

A participative approach at the classroom level appeared to be of importance. For many students, participation was interpreted as providing an opportunity to relate with faculty on a more personal basis. One might argue that this manifestation of the participative approach is the most crucial one of all, especially as it is directly related to the teaching/learning process central to the educational goals of the College.[9]

It would appear that the participative model carried expectations for certain kinds of administrative behavior. Skill in performing administrative tasks and ensuring efficient college services was required on one hand. At the same time, administration had to contend with the vagaries of a participative environment in which the ability to relate to students and faculty on the basis of one's personality was a prime requirement. Administrators, through their involvement in many activities, were very much in touch with what was going on in the College. However, a drawback associated with this involvement may have been that as administrators participated more, others participated less.

---

[9] This element of governance is discussed in detail by Chickering, in "Communications-Bedrock for College Governance," Educational Record, Spring, 1970.

Finally, a participative approach was found not to be operable in the same manner in all areas of the College. This was reflected in the need for service units to adopt more efficient and perhaps bureaucratic modes of operation. An associated problem was the implementation of a participative managerial style within the service areas. This problem, like all others in the College, was in the process of resolution.

CHAPTER 6

A PARTICIPATIVE CLIMATE

I. INTRODUCTION

Writers on governance have proposed that the form of governance adopted by a college may have a significant bearing on the development of the individual and the organization. Proponents of a participative style of organization contend that a transactional relationship obtains between the manner in which problems are resolved, a college climate, and the general attitudes of college membership. A favourable college climate promotes strong identification, a sense of commitment, an awareness of personal development, and a generally positive quality of college life (Foote and Mayer, 1968; March and Hayes, 1970).

The purpose of this chapter is to examine college members' opinions about, and reactions to, the climate engendered by the participative process within Dawson College. Based on interview materials, observation, and corroborative survey data, the chapter attempts to respond to the questions, "What is the 'character' of the College?" and "How do college members feel about being there?"

In describing the College, interviewee perspectives contained recurrent themes which served as a basis for organizing this chapter. Although the themes defy brief description, a pervasive theme appeared to be that of an intangible "Dawson Approach." A series of related sub-themes have been categorized as, general impressions of climate, the challenge of freedom, and the individual and the College. Each theme is part of a composite of opinions and attitudes intended to portray the college climate.

II. THE DAWSON APPROACH: A COLLEGE "SAGA"

Discussing the concept of college climate, Burton Clark states that some colleges develop a distinctive organizational character or "saga." He explains

> The organization with a saga is only secondarily a social entity characterized by plan and reason, it is first of all a matter of heart, a center of personal and collective identity (Clark, 1970:[illegible]

A similar concept is suggested by Thompson (1967) in proposing the idea of an organizational ideology. An ideology serves to bind an organization together giving it a sense of identity and purpose. It is proposed that the College under study has developed its own saga or ideology, which has evolved from the philosophical "Dawson Approach" and the underlying principle of participation.

The "Dawson Approach" it seems, manifested itself in several ways. During the early years of the College this amorphous concept was quickly interpreted as freedom and participation. Any activity which went against these ideals, i.e. the thought of posting library guards, or a committee without student representation, was considered as being "un Dawson." At the same time, the feeling of being part of something unique, contributed to a sense of identity with the participative "Dawson Approach." All of these factors contributed to the existing college climate. The following discussion examines this climate, some of the changes which have taken place, and positive and negative features associated with it.

What does the "Dawson Approach" mean to persons at the College now? Table 2 presents student responses to a "Project Dawson" question, "What do you understand of the 'Dawson Approach'?" Interpretations have been categorized under freedom, participation, education, others, and no response.

A substantial number of students did not respond to the question. This is in keeping with the blank stares or shoulder shrugs one receives when asking students what they know about the "Dawson Approach." They do not associate the term with anything specific. However when asked to describe the College, these same persons talk about the freedom and the opportunity to participate.

Throughout interviews with college members the impression was gained that although people had difficulty

TABLE 2

WHAT DO YOU UNDERSTAND OF THE DAWSON APPROACH?

STUDENT RESPONSE

CONCEPT AND INTERPRETATION	N(300) FREQUENCY OF MENTION	PERCENTAGE
Freedom		
Positive	66	22
-Freedom for self expression -Do your own thing -Freedom and responsibility -Let doing your own thing benefit others -People come before bureaucracy -Take it easy but get something done without being told -Everyone is free to interpret the philosophy for himself.		
Negative	11	4
-Too far out, we came here to learn -It's been warped by misuse of freedom -It's become "rip off" what you can, like books		
Participation		
Positive	59	20
-A philosophy of participation -Students and faculty run the College -Parity for students, faculty and administrators -Student viewpoints are not ignored -Encourages student involvement in decisions -Anybody can have a say in anything		

TABLE 2 (Continued)

WHAT DO YOU UNDERSTAND OF THE DAWSON APPROACH?

STUDENT RESPONSE

CONCEPT AND INTERPRETATION	N(300) FREQUENCY OF MENTION	PERCENTAGE
Negative	6	2
-Leave me alone, I don't want to play government		
Educational		
Positive	29	10
-It means having teachers who care about me -Beginning to change the whole educational system -Education for personal development -Learning at your own pace -A community of people learning from each other -Teaching and learning in an unrestrictive environment		
Negative	3	1
-A mythical ideal about self-realization		
Other	20	7
-A together community -Offshoot of the now dead "Woodstock Era" -Doing more with less a la Fuller -I'm not sure what it is but I like it -Isolated Athenian democracy in a Spartan society -It seems to be everywhere but no one can explain it		
No Response	106	35
N =	300	100

pinpointing what the "Dawson Approach" was, it still had an impact on the College. Responses to the following statement would indicate general agreement. "Many people do not know what the 'Dawson Approach' is, but it has a strong influence on the way this College operates."

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	68	8	24	70
Faculty	80	5	15	58
Administrators	72	14	14	7
ASP	83	5	12	18

III. GENERAL IMPRESSIONS OF CLIMATE

In describing the College, a humanities teacher found it to be an exciting and dynamic place in which to teach. This statement reflects her enthusiasm.

> It's an electrifying atmosphere, it's bubbling, things are always happening, there are few bureaucratic restrictions here. Things keep popping up--like someone will have an idea for a program, the program starts up, goes for a while and maybe fades, but meanwhile something else pops up. It's never static, it's sort of like a spontaneous combustion.

It would appear that the College environment was far from dull; as one first year student put it, "You get the feeling as soon as you come here that this place is alive." Another opinion, from an external college observer, offers a similar viewpoint. "Throughout my stay at Dawson, I had a very definite feeling of a 'dream or vision' of a certain kind of institute . . . I must admit the challenge and the obvious dedication excited me" (CEGEP Report) Sheilah Thompson, Douglas College, Vancouver, October, 1972:4).

The following is a description of an event that occurred during the first day of this research activity at the College. The College, as reported in its newspaper, was in a state of crisis. Humanities courses were to be altered by provincial government legislation and there was a possibility of regulations regarding student attendance. At the request of students, the Board of Governors interrupted their monthly meeting and adjourned to the cafeteria to meet with an estimated one thousand students to discuss the proposed legislation. After an hour of discussion it was decided to send a telegram of protest to the government; committees were set up to examine the issue further. The Board had not expected a meeting of this nature, and the students themselves had only thought of the idea at 4.00 p.m. By 6.00 p.m. the cafeteria meeting was over, and the Board reconvened to its regular meeting.

During the remainder of the week, four hundred students met in groups of twenty to discuss the legislation and possible action. Observation of one of these groups indicated that students were very concerned with possible restrictions on freedom, which, as one student said, "is the soul of this College."

Also during that week, John Holt, a noted education critic, held an open seminar on "What Education Could Be" at the College. Another seminar reviewing "Alternative Forms of College Education" was staged by faculty and local university professors. The college paper contained articles reviewing the visit to the College of Buckminster Fuller, and the upcoming lectures by political activist, Pierre Vallieres. A total of eighty-two open meetings were announced in the weeks Daily Bulletins.

Persons interviewed, noted that the Board did not usually meet in the cafeteria, otherwise these activities represented the normal pace of life within the College.

A majority of college members seemed to appreciate the active pace of college life making positive interpretations of some organizational features which might conventionally be regarded as negative. For example, interviewees commonly used the terms anarchy and chaos in describing the College. A faculty member put it this way, "I like it here, but as a sociologist I find it puzzling that an organization can be much closer to anarchy and survive than I ever thought possible." A departmental chairman stressed the educational value of such an atmosphere. "Sure it's terribly chaotic, inefficient and frustrating--I love it--it's exactly what we opted for when we said people could get involved in the creation of their own learning experience."

One student government leader described aspects of student behavior as symbolic of the College's "looseness."

> When kids come into the administrative area they can see the student government office right next to Squee Gordon's office (Coordinator of Educational Services). They can see us playing hockey and tackle football in the halls. It sort of loosens kids up (Dawson Planet, Fall, 1971: undated).

Another student commented:

> There are no big moral restrictions on things like dope--kids use their own judgement. It's nothing to see a student walking around with a bottle of beer in his hand or a bunch of people gambling, or "toking up" in the cafeteria.

An observer is soon aware of these behaviors in the College, although the frequency of drinking seems to be more associated with the holiday season when parties involving a cross section of college members were common.

Some persons accentuated the less desirable aspects of the College; yet it may be significant to note that most also expressed feelings of personal satisfaction with the College. A technology teacher exemplified this attitude in saying, "I may criticize this College a lot, but I am really happy here. It's the kind of place I would have liked to have attended." Faculty were very free with their criticism of the College, but it was usually presented in the form of constructive criticism, and seldom did it represent their overall outlook.

At the same time however, one sensed several sources of frustration which, in time, could over-ride more positive elements of the College. Some faculty found it difficult to equate the "organizational slack" engendered by the participative approach, with other values relating to a sense of academic purpose and collective or organizational direction. The following quotation from a biology faculty member reflects this concern:

> You wonder if the College stands for anything positive or concrete, everything is so fluid. If you want to take a stand on anything, you're pretty well on your own. There doesn't seem to be a collective commitment to anything. You find yourself treading water, there is no firm footing.

It appeared from interviews that an element of dissatisfaction was growing within the College as faculty and administrators spoke of the need for more predictability in their environment and a sense of accomplishment from their activities.

Changing Climate

Concerns were expressed by many interviewees that the College had changed so much over four years. A common complaint was that it had grown too big, increasing in size from approximately 1,800 students to nearly 5,000 students. Less feeling of community spirit, bureaucratization and conservatism were all mentioned as consequences of this growth.

Apparently the most striking change within the College took place between the first and second year:

> The intimacy of college life so outstandingly evident in 1969-70, diminished visibly in 1970-71--two campuses, the sheer increase in enrolment, the quick integration of new faculty members, crowded conditions and the loss of the effect of novelty so evident in 1969-70 were all contributing factors (Annual Report, October 1971:3).

A student who had been at the College in the first year and had since returned, noticed the overall change and described it this way:

> The place got overstructured. In the first year students became aware that they had to clean up dirty messes in the cafeteria and the lounges. It was total awareness of being responsible for your own things. Now they've got cleaning crews to do it. That's symbolic of the change here.

Another student who had been a member of the College Commission on Structures, reflected a common opinion that the College was becoming more structured in its operation.

> It's not as open overall now. By that I mean it's gotten so big things are not as loose as they used to be, there are more channels for doing things now.

Many faculty, administrators and ASP were of the opinion that the student body was also becoming more conservative. Comments such as "We don't even have any pseudo radicals anymore;" "They're younger, quieter, more studious," and "They still want to be involved to a degree, but they don't rant and rave about it," were heard frequently. It was not possible to ascertain the validity of these comments but it did occur to the researcher that perhaps faculty and others at the College had also changed in that they may have learned better to cope with student involvement.

Associated with the changing climate there were a number of instances where rules and regulations were evolving. For example, the original "Dawson Approach" stated, "The time commitment of each member of the community should not be measured by anyone but himself." Some departments however, adopted self-imposed minimal working hours. A faculty member of the English department explained why they set a ruling:

> There were a couple of people who were seldom here, they weren't sharing the load. So we passed a departmental ruling requiring a minimum number of hours. The ruling didn't bother most of us because we were going to be here anyway.

Mosaic: A microcosm of change. Developments in one of the College's innovative programs, Mosaic, are illustrated here as a microcosm of change in the larger College. Both began with little advance planning as directions were to evolve out of the process of experience; both experienced difficulty in reconciling values of individual freedom and organizational commitment; and both tended to become somewhat more structured and conservative in their operation.

Mosaic began in the first college year when four faculty banded together to offer an "inter-disciplinary, multi-credit, project oriented, experiential and experimental program," to one hundred students (Emanon , Mosaic Issue, 1970). An interview with a Mosaic faculty member revealed how the program got started, what some of the problems were, and how it had changed.

He explained that the program,

> . . . was an outgrowth of the freedom and innovation implied in Paul's (the president) Dawson Approach. The rest of the College was becoming just another college, so we decided to try to apply the Dawson philosophy in a smaller group.

The philosophy was interpreted essentially as one of freedom and as the Mosaic faculty member explained:

> One of the unwritten rules of Mosaic in the beginning was that, no one was to lay his trip on anyone else. But it didn't work, a meeting would be called and nobody would show up. Mosaic consisted of everyone going his own way.

It was pointed out that Mosaic now has a constitution, the program is more limited, and there are established rules requiring seventy percent attendance at all meetings.

Mosaic was also a microcosm of the larger College's challenge in dealing with freedom. This theme is dealt with in more detail in the next section.

IV. THE CHALLENGE OF FREEDOM

The dominant theme of freedom within the College emerged through discussion with students, faculty, administrators and support persons. The concept of freesom appeared to be almost synonymous with the name Dawson, and with the participatory ideal it was trying to implement

A Measure of Freedom

Further support for the pervasive presence of this theme was gained from administration of the "Freedom" sub-scale of the Institutional Functioning Inventory (IFI, 1970).

Freedom, in the IFI is described as having to do with:

> . . . academic freedom for faculty and students as well as freedom in their personal lives for all individuals in the campus community. High scores imply that respondents perceive themselves to be essentially free to discuss topics and organize groups of their own choosing, to invite controversial speakers, and to be relatively free of college restrictions on their personal conduct and activities. Low scores suggest an institution that places many restraints on the academic and perosnal lives of faculty and students (Institutional Functioning Inventory Manual, 1970:1).

Results were as follows:

FREEDOM SUB SCALE

Group	Mean Out of 12	Percentile Equivalent	(N)
Students	11.23	92	42
Faculty	11.83	98	36
Administrators	11.40	93	7

The percentiles, all over ninety, are general indicators of the climate of freedom which existed within the College. How college members feel about freedom, and the challenges faced by the College in coping with this aspect of organizational life, are given further consideration in the following discussion.

Coping With Freedom

The majority of persons interviewed offered favourable impressions of freedom in the College. Although they perceived the College as becoming more structured, this factor did not appear to be inhibiting the climate of freedom. For example, a new faculty member, expressed his dismay with others who had told him the College was becoming more restrictive:

> I am a new teacher here and have taught in many other places, but nowhere have I found the fantastic freedom to do what I am competent at doing, as I have found here.

Several students and faculty pointed to innovative programs and courses as indicators of freedom within the College. As a technology teacher commented:

> There is a great deal of freedom here. Something like that way-out Mosaic program, which I don't personally care for, is symbolic of this and has to be preserved. The nature of our administration and our structure permits this kind of thing.[1]

Although a feeling of freedom pervaded the College, there were still mixed emotions as to the degree of demonstrated success in coping with freedom. Some of the difficulties encountered in dealing with individual and collective responsibility are depicted by this student's article appearing in the college paper:

---

[1] During an interview, a Mosaic faculty member asserted that the college president was their major supporter.

SORRY GOD--WE CAN'T EVEN SAY WE TRIED THIS TIME

> Turnstiles will soon be implemented in the library, fire exits will be locked except when triggered by alarm and there will probably be penalties for overdue books . . .
>
> I disagree with these security measures, and this creates an internal conflict since I also know we need them because . . . Dawson is "supposed to be some kinda'different" and it is not. We're not. Dawson is indicative of a certain pattern of conduct which occurs all too frequently these days: We as people have abdicated all responsibility to others and their rights and ultimately to ourselves and our rights.
>
> Dawson's philosophy gives each of us the right to participate (or not to participate) in life in the manner that suits the individual best. What we do not seem to realize is that this does not include achieving our rights at the expense of someone else's. If we had individual responsibility to each other we could compromise on problems that arise, nullifying the need to be policed. But I know in my gut that this is too much to ask for. Then again, I still keep hoping . . . Love Shirley (Dawson Planet, No. 14, Spring, 1972).

These viewpoints are but a sampling of the materials on the same theme written by a cross section of college members and regularly published in the college newspaper. The particular article may appear to be somewhat dramatic as it was written at a time of perceived crisis (possible library restrictions). However, as learned during the course of interviewing, the article probably reflects feelings most persons at the College have experienced at one time or another.

Many issues associated with the adoption of a participatory style of governance emerge here. The central one however, seems to revolve around the question of how to maintain an open climate, provide a measure of efficiency, and yet also cultivate an environment in which people can become aware of their responsibilities and interdependence with others.

Learning to cope with freedom was suggested by many persons as one of the unique educational features of the College. A humanities teacher's comment on freedom is representative of such viewpoints. It also suggests a provocative question regarding the functioning of administrators within such an environment.

> The College is still a unique experiment in freedom, naturally there is a degree of anarchy but there is much learning. I wish more people could better understand that creativity can come from apparent chaos. You have to be able to put up with ambiguity here. The prime example of this is Paul. He can tolerate the turbulence associated with people learning to handle their freedoms; to learn more about themselves. Is this unique among administrators?

To assess the degree to which others in the College shared the idea that Dawson was an educational experiment in freedom, the following statement was included in the survey: "Dawson is an experiment with freedom. We are willing to make mistakes and learn by them." Responses were as follows:

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	84	5	11	70
Faculty	85	6	9	58
Administrators	86	0	14	7
ASP	67	17	16	18

Willingness to tolerate the turbulence associated with an open climate appeared to characterize the attitudes of most college members. Persons seemed to identify with this aspect of the College as it was considered as part of the "Dawson" way of doing things. It should be cautioned however that this attitude towards freedom may be somewhat tenuous as many persons also complained about the abuse of freedom within the College. This problem,coupled with increasing size and more conservative trends discussed earlier,may have a bearing on future conditions.

V. THE INDIVIDUAL AND THE COLLEGE

Human resources literature points to the need for establishing organizations which are conducive to the personal growth of members. Conditions which allow for individuals to influence decisions which affect them are viewed as prerequisites to opportunities for self-actualization.

It was not within the scope of this study to examine specific social psychological relationships, but it did come out clearly in the interviews that most persons experienced a very positive association with the College. A sampling of interview excerpts from a cross section of ASP, faculty, administrators and students are illustrative of this condition. Survey responses are included to substantiate interview impressions. Opportunities to be self-reliant, to be regarded as an individual, a feeling of not being hindered by unnecessary organizational constraints, and strong identification with the College were mentioned frequently.

A maintenance head who had worked for twenty years in industry, expressed his feelings about the College this way:

> This place is like a breath of fresh air for me. My other work was with good companies mind you, but there it was, get the job done or else--make a buck. Here there is a different outlook, you work hard, maybe harder than in industry, but you're treated like a human being, not a bloody robot. You've got to learn to work with people as human beings here. You just can't go around shouting out orders; if you do you're dead. For me, my four years here have been worth twenty in industry.

Twenty-nine of thirty five faculty interviewed were quite explicit about their positive personal relationship with the College. A humanities teacher stated succinctly, "This College is part of me. It is mine as much as it is anyone else's. I helped to create it, and I am also responsible for it. It's as simple as that."

Identification. Assuming that an expression of a sense of responsibility for the College may also be an indicator of one's identification with the College, the following statement was included on the survey. "I feel a sense of responsibility for this College." Responses were as follows:

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	57	33	10	70
Faculty	83	11	7	58
Administrators	86	14	0	7
ASP	83	17	0	18

A secretary who had been with the College since the beginning suggested that a sense of responsibility was felt more by those who had shared in the College's development since the first year. When the same data is analyzed in terms of the number of years one had been at the College, the following trend is supportive of her notion.

Number of Years at the College	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
1	54	32	14	36
2	68	26	6	47
3	70	23	7	45
4	88	3	9	35

The association between an increased sense of responsibility, and time at the College, is particularly noticeable in the case of students. This may have a bearing on the manner in which they respond to freedom at the

College and would be deserving of more focussed research.

It may also be useful to note that nine faculty members added comments on the survey to the effect that they felt more responsibility towards their departments than to the College as a whole. This perspective is in keeping with interview feedback indicating more allegiance to these smaller units.

Personal satisfaction. The interviewer received a distinct impression from most persons at the College that they found the environment, although hectic at times, to be generally personally rewarding. For example, a librarian in relating her experiences stated:

> You had to build your job from scratch. You pretty well wrote your own job description. You learned quickly to be self-starting, to take responsibility and initiative. If you didn't do it, it wouldn't get done. This still applies at the College. In a way this place has been great for me personally.

An ex-faculty member described his experience with the College this way. "It was a place where I felt I could really spread my wings. You really got the feeling that as an individual you had an opportunity to grow."[2] And a chemistry faculty member, expanding on a similar theme, offered this testimony:

---

[2] This person who became an administrator in a new college in the area, also stressed that Dawson's uniqueness was not just related to the euphoria associated with beginning a new college. Dawson had a distinctiveness of its own. In describing what was unique about the College he used the terms, freedom, dynamic, futuristic, exciting, and chaotic.

> It may sound corny but my personality has changed a lot here. I think I get along with other people much better now. You have to, to get along in all of the meetings that we have. Here you can work with others in making your own decisions, knowing that somebody up there (administration) isn't controlling the show.
>
> It's been a creative place for me, I have been able to be myself. I am a better person as a result of my experience at the College.

Students did not seem to be quite as articulate about a sense of personal growth. Most of their comments centered around expressions such as, "You can do your own thing here," or "I can be myself." One student who was very active as a parity department member and participant on several college committees suggested, "The truly import-and things I have learned here have been about other people and myself, and I learned them through going to meetings, not just through classes." Another student expressed this opinion of her relationship to the College:

> I feel close towards Dawson. Even though I am not fully involved in the government of the College, I would not trade the freedom of expression I've found here for a more structured college. Dawson may be a little inefficient at times, and a bit aggravating as well, but I think it's worth sticking it out and working harder on an individual basis to concentrate on my studies. In an unstructured place like this, one has to discipline oneself, because no one else will do it for you, and when I come through this system I will be stronger and have more of my own initiative than I would otherwise.

In an attempt to gain more specific response regarding persons feelings about themselves and the College, the statement, "I think I am a better person as a result of my experience at Dawson," was included on the survey. Results were as follows:

	Percent Who Agree	Percent Who Disagree	Percent No Opinion	(N)
Students	72	11	17	70
Faculty	74	6	20	58
Administrators	100	0	0	7
ASP	67	16	17	18

Most persons agreed with this viewpoint and many added comments to the item. Some indicated that they were too new to the College to make a judgement, others suggested how difficult it would be for them to work in a more structured environment, and one person stated, "this is ridiculous, education has nothing to do with personality."

Although the majority of persons expressed satisfaction with the College, many of them also spoke of the human toll: The excitement of the College, the continual face-to-face confrontation with each other in attempts to solve immediate problems, the constant scrutiny of one's personal values as his opinions are openly questioned, the sense of a lack of accomplishment in developing a harmonious community and the drain on one's energy were all mentioned as part of this toll. In a seemingly paradoxical fashion, this situation which engendered both satisfaction and exhaustion typified the college environment.

V. FINAL COMMENTS ON THE DAWSON APPROACH

The following faculty member's viewpoint mirrors the opinion that the existing college environment stemmed from interpretations of the "Dawson Approach." Her interpretation of this philosophy also bears striking similarity to the concept of motivation underlying Douglas McGregor's Theory Y.

6

> The Dawson Approach was written at a level of high fervor and I am glad it was. I think we still have the spirit of it here. The ideals of freedom, involvement and a focus on the individual have permeated this College.
>
> I always thought it was better to assume the best in a person and I think that's Paul's approach. At least he relates to me in that way, and I think everyone else will tell you the same thing. If you let people know you assume they can be better, they become that way. It's a self-fulfilling prophecy.

Although people generally felt positively about the climate fostered by this philosophy some negative comments were also expressed. A few persons could not comprehend why the College seemed to be so unorganized, why it was trying to adopt a participative approach which only benefited "a few radical students and loud mouthed, long haired faculty," and why the administration did not take a firmer hand in giving more direction to the College.

Stressing interpersonal difficulties and the methodology required for launching a participative program, a despondent English faculty member offered this viewpoint:

> Given the problems of the community to understand

> the Dawson philosophy, it was a pity we ever tried it. People had no real respect for one another. We just came together expecting everything to work out, but it didn't, because we never really worked on the interpersonal aspects. Being involved in a place like this has an effect of exposing one's real personality. You can't get away from it. A lot of people weren't ready for it, including myself.
>
> Participatory democracy has to have a fist behind it to get it off the ground. People are just not socialized to the principles underlying it. To just trust in human good is nonsense because people revert back to their old ways of doing things which is really quite conservative for most of our faculty. Anyway, the Dawson philosophy goes against the grain of the established order and the whole flavour of our traditional education system.

Concerning the possibility of implementing a "Dawson Approach," a continuing problem was the extent to which the College should be attempting to accommodate diverse points of view. What about faculty who didn't believe in a participative approach? One faculty member put his opinion this way:

> The College should make it quite clear that what we're here for is to be experimental and to be innovative in curriculum and organization. Those who function better in a more controlled environment should go there.

In looking back on the "Dawson Approach," an administrator, no longer with the College, responded:

> I still believe in Dawson and the participatory thing. I found a lot of frustration and tension there. Some people thrived on the College, others didn't, but I doubt there are many who don't get something out of being there.

Another ex-administrator had this opinion:

> I was not caught up in the Dawson mystique myself, but I found some of the most creative things in education to take place there. Things like the

> Commission, the variety of Humanities offerings and programs like Reflections and Mosaic.

When asked about his perspective on the "Dawson Approach," Paul Gallagher responded, "Personally, the dream is not as far advanced into reality as I might have hoped, but as far as can be expected."

Discussion with a group of faculty pointed out that the term, the "Dawson Approach," was no longer in vogue. "It was over-used in the past, you don't hear much about it anymore." It was further explained that some people had become very disillusioned about it all. "It's a case of depressed idealists poking fun at something we had wanted to believe in but realized that we couldn't pull it off."

Certainly some people were disillusioned, some were frustrated by the intangible nature of the philosophy, and some viewed it as a measure of defeat when practice did not match the ideal. But translation of the original approach into organizational practice was very much in evidence; in the individual freedom experienced; in the existence of the numerous open meetings and the opportunity to be involved; in the informality of the College; and in the attitudes of persons who perceived the College to have a sense of purpose in "making participation work."

The "Dawson Approach," it seems, served as an ideology promoting a sense of "personal and collective identity" within the College.

College members had internalized the spirit of the "Dawson Approach" and this was now reflected in the common usage of terms such as freedom, participation, and community. In one College Council meeting observed, the term community was used twenty-seven times. The Daily Bulletin still carried reference to the Dawson philosophy as evidenced by this library notice.

> Please do not force us to apply fines or other penalties for overdue books. It would go against the Dawson philosophy, but not returning materials also goes against the Dawson philosophy (Daily Bulletin, October 17, 1972).

And, at a January, 1973, Board of Governors meeting, it was agreed that a proposed new campus although having operational autonomy, should follow the guidelines of the "Dawson Approach."

VII. SUMMARY AND ANALYSIS

In this chapter, college climate and related attitudes of college members were examined in accordance with themes which emerged from the interview process. Persons attitudes towards freedom, change, and personal effect of the College were reflective of the overall environment. Both the positive and negative consequences of this organizational style were viewed as outgrowths of the participative catalyst embodied in the Dawson philosophy. Indeed the very climate of the College itself seems to have been a product of this ongoing experimentation with participation.

In short the chapter reflected the "distinctive character" of a college learning to cope with a participative form of organization.

That the College derived much of its uniqueness and identity from this experimentation seems evident. Identification with the "Dawson Approach" served as an integrating thread or ideology within the College, which provided cohesion for an otherwise fragmented organization.

This cohesion, however, was faced with many detractors, one of the dominant ones being the difficulty of coping with individual freedom. The climate of freedom is understandable as an output of the participative process when it is recognized that the basic level of involvement in decision-making is not at college wide, or departmental levels but at the individual level where one makes personal decisions with a minimum of organizational interference. Although this freedom was viewed as a positive factor; herein also lies the center of turbulence which poses continual challenge to the College.

Inherent in the "Dawson Approach" is the question of individual and organizational interface. In keeping with the Argyris (1964) perspective of integrating individual and organizational goals, the sense of self-direction, personal growth, and identification expressed by many college members may be indicative of a degree of integration. However, the College relied heavily on normative controls theoretically derived from social interaction and recognition of interdependence. And it was faced with constantly recurring problems associated with this mode of organization.

How is the norm of freedom and concomitant responsibility to be fostered in an organization undergoing dramatic growth and faced with a transient population of students each year? How does a large organization overcome biases of persons who, upon entering, do not equate personal responsibility or a sense of ownership for actions such as returning library books, and conceiving of college problems as mine or ours rather than his and theirs? How does an organization overcome attitudes of mistrust, defensive posture, and an inward looking stance of persons which does not permit them to conceive of the possibility of shared responsibility in governance? These are but some of the problems faced by the College in coping with freedom and participation.

The College was attempting to evolve alternative forms of education and organization but has not developed any procedures whereby these can be assessed. In the classroom for example, there may be many faculty using the opportunity to be creative in their teaching, but very few people are aware of it because it is not communicated to others. Many good things may be happening but there is little feedback within the College. As one administrator put it:

> Take Mosaic for example, we don't know if their graduates have gone to university, whether they're living some other kind of happy and productive life, or if half of them are completely disillusioned by their experience here. We can only guess as to what direction we're going in.

Although the majority of persons interviewed stated they were quite happy at the College, certainly the atmosphere for everyone there is not positive. There were many whose tolerence for the frustration associated with a perceived lack of tangible results from efforts contributed, was becoming threadbare. From the standpoint of human resources theory, persons seem to feel satisfaction about their opportunity to be involved but the logistics of large scale involvement made it difficult to get things done effectively. Much of the subsequent frustration seems to have stemmed from a lack of recognizable accomplishment or productivity.

In many respects, the organization of this student-centered college reflected the culture of its student body. The sense of immediacy and emphasis on "experiences" inherent in the youth culture was compatible with the evolutionary stance taken to college development. Perhaps, as one student suggested the "Dawson Approach" is an offshoot of a now dead "Woodstock" era. The following comments by Roszak in describing an aspect of the counter culture, may be fitting here:

> . . . the young begin to speak of such impracticalities as "community," and "participative democracy" . . . (is it) possible to retain an open, personalistic, unmanipulative and extremely trusting style, and yet mount an effective program on a national scale? The worry is real enough; organizational slackness is bound to be the price one pays for pursuing the ideal of participative democracy [3] (Roszak, 1969:60).

The "Dawson Approach" was not intended to be static, rather it was intended to be responsive to new conditions as they arose. An attitude of evolutionary change, often in response to perceived crisis, rather than planned change has dominated past developments. Is Mosaic for example, to become a highly structured, inflexible organization because of its reactive stance to organizational problems, and is the larger college following suit?

---

[3] Although Roszak's comment may be applicable to this College which relied on evolutionary change, the generality of his statement would likely be challenged by human resources proponents who stress the planning of change. See for example, Bennis, W.G., et al., The Planning of Change, New York, Holt, Rinehart and Winston, 1969.

CHAPTER 7

SUMMARY, CONCLUSIONS AND IMPLICATIONS AND SUGGESTIONS FOR FURTHER RESEARCH

I. SUMMARY

The object of this study was to describe the adoption of a participative approach to governance at Dawson College. Participatory governance within the College was not an outcome of a well developed plan, rather it was a response to the principle of participation implied in the College's founding philosophy. Participation was manifested in many different ways as it permeated several aspects of college life. Much of this investigation discussed the College in transition as it learned to cope with a participatory form of operation.

A broad definition of governance allowed the investigator the necessary leeway to examine some of the manifestations of the participatory process within the College. Related dimensions of governance; structural arrangements, process or functioning of governing bodies, patterns of participation, and the college climate engendered by the participative process,were stated in chapter one as the sub-problems which were to guide this investigation. Chapters three through six were based on examination of these sub-problems.

Chapter three described structural arrangements for governance by tracing developments leading to the foundation of a representative council system. Evolution of the structure for governance was in itself an experience in participation as college members organized themselves for this task. A myriad of difficulties were encountered as they faced problems with communicating the essence of issues and agreeing upon common concerns relating to governance.

While commissions and negotiating committees were deliberating, there were several concurrent activities evolving which also shaped the direction of the College. Interim committees and councils were operating, departments were forming, and some college members were emerging as extremely influential persons. People were finding ways of getting things done even without formalized channels.

The Council system, set up after two years of negotiation, met with varied success. Councils were "bogged down" with procedural difficulties and problems of poor attendance. The formation of a single College Council seems to have alleviated some of the previous problems. At the time of this research, the operation of this Council in relation to the entire system of governance, was under review.

Chapter four examined the process whereby major governing bodies (the Board and the College Council), interacted in the development of a policy on faculty evaluation and engagement. Minutes of Board and Council meetings were examined to trace the evolution of the policy over a period of almost four years. The impact of several position papers, input from influential individuals, and related college conditions, were discussed as factors having a bearing on the policy.

The nature of the policy itself, reflected another important factor; the College's focus on a participative mode of operation. The policy re-endorsed faculty participation by including a clause citing faculty involvement in governance as one of the criteria for evaluation. Student participation was ensured as they were to be involved in all phases of the engagement process including primary input into evaluation, and parity with faculty on engagement and re-engagement committees.

Interviews with students and faculty indicated that there were many problems with operationalizing the policy. Some departments viewed the process as part of a staff development program whereas others saw it more in the light of "hiring and firing." On the whole however, students and faculty appeared to be overwhelmingly in favour of the evaluation and engagement procedure.

Slow development of the policy over a four-year period was indicative of a time-consuming, but perhaps productive, process of operating according to a participative style of governance. One could hypothesize, for example, that faculty tenure and unionization are reactions to organizations in which members feel they have little influence over decisions which affect them. Several interviewees in this study felt that tenure and unionization at the College were rejected because faculty had the opportunity to effect decisions. The hypothesis cries out for further testing.

Chapter five examined the principle of participation as it functioned at different levels within the College. It was learned that the majority of college members perceived an opportunity to participate; for many this knowledge was as important as actual participation. Only a few people were actively involved at the college level. Associated with the idea of decentralization, the focal point for participation was at the departmental level. There was some interview evidence which indicated a small group of persons were actively involved in departmental governance and that the size of the department may have a bearing on the intensity of involvement. Questions of who participates and how, seem to require a whole series of answers depending on the level in the College and on the specific issue.

In the review of student and faculty parity, it was found that parity varied widely between departments as many experienced difficulties in obtaining student representatives. In some departments this problem was resolved as faculty viewed it as their responsibility to take a more active role in encouraging student participation. For many students the value of parity was to be found in the development of positive student-faculty relationships. In this regard, it was suggested that the classroom level may be a key level for student participation.

The chapter included a brief discussion on administrative and organizational concerns related to a participatory approach. It was pointed out that administration in the College, while requiring technical skill, also required the ability to function according to one's ideas rather than one's position.

Some of the problems of implementing a participative style of management within the service departments were reviewed. The operation of these areas, it seemed, required approaches to participation which were different from those in other areas of the College.

Chapter six described the college climate and several related dimensions. It was suggested that the principle of participation, an interpretation of the college philosophy, engendered a climate characterized by dynamism, freedom, and fragmentation. Interviewees pointed out that the climate was changing as more conservative and structured elements set in. It was indeterminant though, as to the effects of these changes on the pervasive feeling of freedom experienced by college members.

The chapter revealed that the majority of persons perceived a sense of personal growth associated with their experience in the College. Some of this positiveness however, was attenuated by feelings of frustration associated with inordinate amounts of time and energy required to accomplish organizational tasks.

Finally it was hypothesized that the "Dawson Approach," although somewhat vague, served as an ideology which promoted a sense of identity within the College and provided cohesion for an otherwise fragmented organization.

The chapter on related literature discussed the participative principle emerging from humanistic psychology, human resources theory and new forms of college governance. Using this literature as a base it was suggested that a college operating with a high degree of participatory governance might be characterized by certain organizational features. These included structural arrangements which accommodate participation of all constituencies, integrate academic and financial decision-making, have administrative and governance components, decentralize decision-making, and are adaptable to new conditions. It was also concluded that such a college would be typified by an open climate, cultivated by purposeful strategies designed to facilitate participation and communications. These criteria provide a framework for discussion of conclusions in the following section.

II. CONCLUSIONS AND IMPLICATIONS

This study examined a college in the midst of evolving a participative mode of operation and adapting to new conditions as they arose. Consequently caution must be taken in arriving at premature conclusions. The following comments should be regarded in this light.

Structural Arrangements for Governance

Accommodate participation for all constituencies. The Board of Governors and the College Council provided an opportunity for all constituencies to be represented at the college level of governance. In keeping with the student centered focus of the College, students had parity on all college governing bodies, including parity with faculty in all departments. At the same time it was recognized in the study that there was wide variance in the degree to which persons seized their opportunity to participate.

Integration of academic and financial decisions. Lack of integration of decisions relating to these concerns caused many problems within the College in the beginning. Subsequent amalgamation of the Academic and Resources Council alleviated much of the problem and decentralization of budgeting to the departmental level resulted in greater student and faculty involvement in fiscal affairs.

Existence of administrative and governance components. In the early development of the College an administrative structure existed although how it was to function in relation to the system of governance was unclear. Administrators like others in the College were faced with the task of learning to operate within a participative milieu. A clearer understanding of administration as essentially executive activity and governance as legislative activity evolved. Administrators, for a number of reasons, still had a great deal of input into legislative activity.

Recent developments within administrative and academic support services indicated that these functions are more related to the administrative component of the College. Demands for increased efficiency, and difficulties in coping with participative styles have led to reexamination of how to apply a participative approach to these areas.

Decentralization of decision-making. College governance was characterized by a high degree of decentralization. Decentralization followed through college, departmental, classroom, and individual levels of decision-making. Questions of which decisions were to be made at which levels were a constant challenge to the organization. Problems of coping with individual decisions (freedom) and collective responsibility as described in chapter six, and the jurisdictional dispute between the English department and the College Council reported in chapter four, are examples of these difficulties.

Adaptability to new conditions. Amalgamation of all councils into one College Council may serve as an example of adaptability. Permanence did not seem to be highly valued within the College. In the first year in particular, all governing bodies were to evolve to meet a need and were considered as "interim." The Pattern For Dawson Government contains a section calling for regular review of the system of governance.

Proposed model of organization. Looking at the College organization as a whole it does not resemble either the classical bureaucratic or the participatory models discussed in chapter two. Although closer in degree to the participatory model it appears to combine aspects of both models.

In discussion of models of college organization suited to shared decision-making, Hodgkinson (1969:41) states:

> The ideal to shoot for would be a system in which decisions affecting individual lives and commitments would be made in the smallest possible units, while matters of logistics and support services should be made in the largest context available . . .

The bureaucratic model, although applicable to some aspects of college organization, does not seem particularly applicable to those aspects directly associated with the teaching-learning process. A model of organization which encompasses less restrictive parameters than does bureaucracy, but still allows for certain bureaucratic functions is proposed by Shull et al. (1970:186). A modified version of their "matrix" model (Figure 7) is presented as a framework appropriate for summarizing significant dimensions of college organization examined in this study.

The matrix model incorporates the components suggested by Hodgkinson. It is based upon the interaction of two key organizational dimensions: the nature of the task, and the educational objective. Tasks are viewed on a continuum from those at one end which are generally routine, service oriented and other directed, to those at the other end which are unique, personal growth oriented and largely self-directed. The educational objectives dimension is also on a continuum with supportive educational services at one end and the teaching-learning

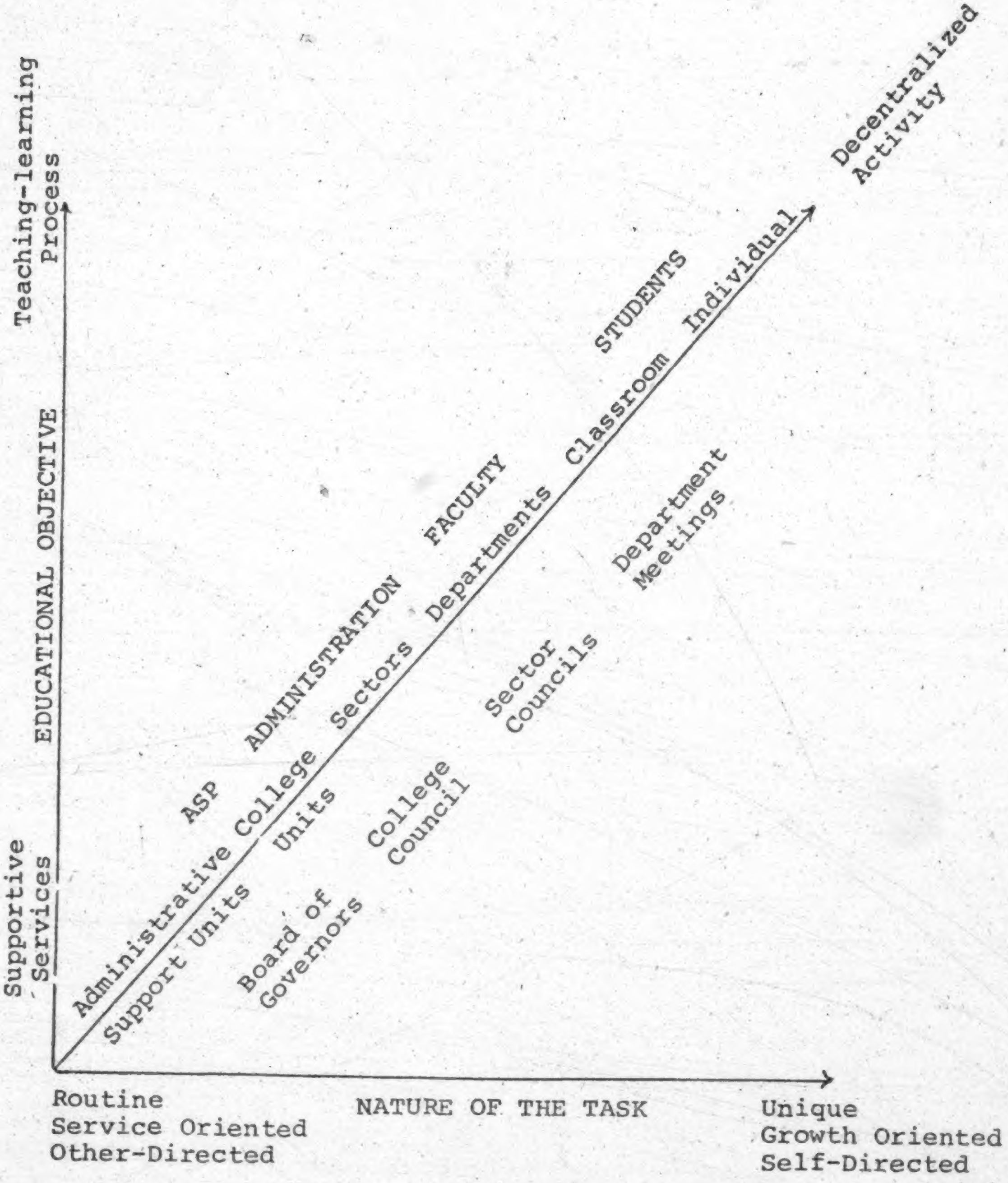
Teaching-learning Process
EDUCATIONAL OBJECTIVE
Supportive Services
Decentralized Activity
STUDENTS
FACULTY
ADMINISTRATION
ASP
Individual
Classroom
Departments
Sectors
Administrative College
Support Units
Units
Board of Governors
College Council
Sector Councils
Department Meetings
Routine
Service Oriented
Other-Directed
NATURE OF THE TASK
Unique
Growth Oriented
Self-Directed

FIGURE 7

MATRIX MODEL OF COLLEGE ORGANIZATION

process at the other.

The diagonal axis illustrates the influence of tasks and objectives and represents the functional units within the College. These range from centralized system oriented units such as the support services to decentralized person oriented units such as the classroom and the individual.

It is also possible to conceptualize the positioning of college constituents and governmental bodies along the diagonal continuum. For example, ASP would be mainly concerned with activities which are service centered whereas students and faculty would focus on growth oriented learning activity at the classroom and individual levels. Governmental units such as the Board and the Councils would focus on college-wide activity whereas departmental councils would relate to their respective levels. Opportunity for direct participation in decisions increases as one moves along the continuum from centralized to decentralized activity.

Cultivation of an Open Climate

Open climate. It would appear that the College functioned along those dimensions associated with an open climate. There is much concern for the individual within the organization and most persons seem to have a sense of personal satisfaction in their association with the

College. Social controls are mainly normative; based on good will and mutual trust. At the same time, however, there is a growing awareness of the need for some guidelines, such as the development of a Code of Behavior proposed by the College Council. For many persons, the novelty of a participative approach is diminishing and the vagaries associated with the loose organization of the College are tiresome. For the most part, people want to maintain positive aspects of the open climate; yet, there are many factors which militate against this possibility. The dominant factor seems to be that there is no visible concentrated effort to maintain an open climate.

The existing climate evolved with the participatory nature of the College. An evolutionary approach to development--we will resolve our problems when we know what our problems are--seems to have contributed much in that it generated commitment to the College and capitalized on a great deal of individual initiative. However, reliance on an evolutionary approach to change can lead to unintended consequences.

The College wishes to maintain a focus on the individual, or the human dimension of the organization. Sergiovanni and Starratt (1971) point out that an organization must take an active stance in developing and maintaining such a focus. There is a real danger of unplanned development leading to "organizational drift." Change is haphazard as organizational members react to problems that occur; a series of reactions over time leads to increasing bureaucratization of the organization. If persons do not take a proactive stance to planning and control of the organization, they end up being controlled by the organization.

Changes which took place in the Mosaic program serve as an example of this drift, and may be illustrative of changes within the larger College as well. At first there was a general goal that the Mosaic experience would provide opportunity for self-direction as people learned to handle their freedoms. The concept however, was not based on a commitment to any philosophical or educational rationale as to why or how this could be carried out, but rather on a "gut" feeling that it was "good." In times of crisis the "gut" feeling settled in the background as Mosaic members reacted to immediate problems; what used to be a primary goal has been displaced and is now secondary, if it is a goal at all.

Within the larger College it is questionable to what extent the participative process is based on a commitment to an educational and organizational rationale. Will the desire to maintain a participative approach stand up in the face of continual organizational problems?

Strategies to promote communication and participation. Human resources proponents would stress that strategies be developed to counteract bureaucratic tendencies, to promote communications, and ensure a participative approach. In a participative organization, both communication of information and interpersonal communications related to group functioning seem to take on added importance. Firstly, decentralization requires that persons have access to, or be able to generate, needed information for broad based decision-making. Within the College, many interviewees complained that getting communication which informs rather than overwhelms, was a constant problem affecting their participation.

Secondly, the participatory approach entails an abundance of meetings and group decision-making. Both the "Operation Beaver" report and another internal report entitled "The Search for Community" (Horne, April, 1972, unpublished), referred to problems with group processes: College governance relied a great deal on mutual trust and cooperation, yet group functioning was often characterized by mistrust and conflict. Conflict was either suppressed or smoothed over rather than resolved. In addition, many interviewees suggested that meetings were often time-consuming, unproductive and hostile. No strategies existed within the College for dealing with these problems. The College, as concluded above, contained the necessary structural arrangements for participatory governance, yet as Hodgkinson (1971:11) notes, "Structures are no better than the people who operate within them. No structure can generate trust; only people can do that."

Assessment of college governance. It is possible to make a general assessment of the College's experimentation in participation and to comment briefly on the educational implications therein. The discussion of strengths and weaknesses which follows is based upon aspects of applied human resources theory. Also presented are related dimensions of Organization Development which may aid in resolution of some problems associated with a participative approach.

What has Dawson College done well in implementation of participation in college governance?

1. In chapter two a distinction was made between the perspective of participation in human relations theory and that in human resources theory; the function of participation in the former was artificial and manipulative while the latter approach to participation involved an honest desire to share decision-making among all organizational members. From the point of the intent of participation at Dawson College, it is the observer's conclusion that there was a sincere and genuine attempt to incorporate all interested college members as actual shareholders in the college and its activities. This intent, which is a prerequisite to meaningful participatory governance, stemmed from the supportive activities of the college president and the Board of Governors.

2. A college-wide Council was established which included representation from all college constituencies. A highly decentralized form of decision-making to the department, classroom, and individual levels was also accomplished.

3. The College made use of temporary decision-making systems such as ad hoc task forces and interim councils which enabled it to be flexible and adaptable to changing college conditions; particularly conditions related to rapid growth.

4. The College recognized the need for efficient and effective administrative practices to support the teaching-learning function. In effect the concept of participation in these administrative functions was beginning to be differentiated from participation as applied to the College's system of academic governance.

5. A non-restrictive climate existed within the College which allowed for a great deal of individual freedom and creativity. There was some evidence to indicate that faculty capitalized on this climate to be innovative in their teaching practice. Although a comparative study would be necessary to substantiate a claim for creativity and innovation in the College's curriculum, it is noteworthy that in addition to the Mosaic program discussed previously, the college calendar listed eight other programs which might be considered highly innovative in any college setting.

6. College members, particularly those who were highly involved in governance, were aware of problems which confronted the College and were attempting to alleviate some of those problems. Smaller college units were being developed in response to the problem of increasing college size and associated problems of impersonality, and indirect participation. For example, during the time of this research, a faculty member was released from teaching duties to organize small-group experiential learning projects which would accommodate approximately three hundred students at several off campus locations. Other proposals to divide the College into smaller identifiable groupings were also being entertained by the College Council.

7. College administrators learned to adapt to a participative style of governance which entailed working through various college groups as part of the decision making process. This suggested, as appropriate, an administrative style which might be described as facilitative and coordinative, as opposed to directing and controlling.

8. A very positive aspect of the College's environment was its ability to accommodate a wide assortment of individual beliefs and diverse values brought to the College by its heterogeneous student and faculty membership. Also, relationships between student, faculty, and administrative groups within the College appeared to be generally positive.

9. The concept of participation permeated all levels of college organization and appeared to be having an impact on teaching styles at the instructional level. The personal opinion of this researcher is that the true relevance of this finding was the opportunity afforded students to actively participate in the creation of their own learning environment.

What has Dawson College not done well in implementation of participation in college governance and what course of action might be taken to improve the system of participatory governance?

1. In coping with day-to-day operational problems the College was in danger of bureaucratizing some aspects of college operations which may inhibit positive aspects of the existing open climate. This issue was referred to previously as a problem of organizational drift and it was suggested that the College adopt a proactive stance to future development.

2. Although the original intent of the College's participative form of organization was in keeping with a genuine human resources stance to participation, operationalization of the participative approach has taken on many of the negative characteristics associated with human relations practice. These negative features included a focus on participation as an end in itself, and a tendency

towards preference for harmonious relationships in which differences were resolved through compromise rather than direct confrontation with problems which arose. Human resources proponents endorse goal oriented participation and the cultivation of groups which function well and that can zero in on problems and deal with them effectively.

3. College members sensed a climate of individual freedom and an opportunity to be involved in decisions which affected them. At the same time, however, they expressed frustration over an apparent lack of collective commitment to common goals. For many persons at the College, freedom was interpreted as "doing their own thing" without a great deal of concern for others. Human resources proponents are quick to point out that they do not envision participation as engendering a permissive or laissez-faire approach to organization. Freedom is viewed primarily as freedom through interdependence with others and integration of individual and organizational goals.

The humanistic psychology underlying human resources theory suggests that persons require a sense of freedom, but in relation to other needs such as a sense of achievement, to be moving towards something or to feel they are getting somewhere. Participation is focussed on objectives or goals and means of achieving them. Goals or objectives may be used as reference points providing a sense of direction and collective activity which appears to be lacking in the existing college operation. Concepts of management by objectives and teaching by objectives may provide a framework which is particularly suitable to a college implementing participatory governance.

4. The College has not articulated a clear educational and organizational rationale underlying its adoption of a participative style of governance. Adoption of participation in college governance is not simply a question of developing an organizational structure which allows for participation. Participation is not a panacea for all organizational problems. In fact new organizational dynamics and problems emerge which require the development of certain organizational capacities or support functions to facilitate a participative approach.

Human resources theory and the related field of Organization Development suggests that mechanisms be established which aid in promoting an understanding of the educational and organizational rationale underlying participation. For example, the concept of the relationship between personal growth and opportunity to effect decisions which affect the individual has numerous pedagogical implications related to basic educational goals espousing full development of individual potential.

Furthermore, the organizational concept of viewing power as additive and expanding rather than as a fixed sum, also has implications for those who would participate in organizational decision making. A student, faculty, or administrator operating under assumptions of fixed power is unlikely to conceive of shared decision making as a viable operating principle at either the classroom or college level. The object of their participation is to increase their own power by taking away power from others. The human resources concept of power is that it emanates from a group when members work together in certain ways. It is enhanced by collaboration, unity, and mutual support, and is related to the attainment of organizational objectives. Organizational members (human resources) can participate in setting the objectives which become a focal point for subsequent involvement. Contributions of participants in terms of expertise, varying viewpoints and commitment to objectives serves to expand power directed towards achievement of these objectives.

The human resources perspective implies that support functions such as those associated with an Organization Development unit might be helpful in developing a foundation for a successful participative form of organization (Bennis 1969, Argyris 1971).

Some of the Organization Development unit's functions would include the following:

(a) to assist college members in setting and interpreting goals and objectives pertinent to various organizational levels;

(b) to assist groups in functioning at all levels by focussing on interpersonal and intergroup communications and by introducing strategies for conflict resolution;

(c) to assist in developing leadership skills appropriate to participative decision-making. This could include such activities as seminars on team development and leadership styles for administrators, department heads, and service managers; and

(d) to assist the college in providing continuous feedback from members regarding the organizational health of the college.

5. If a college endorses the concept of participation, it is not enough just to allow college members to become involved. Involvement must be actively supported as an educational principle if it is to succeed. The examination of departmental student parity illustrated that those departments which played an active role in supporting student participation were most successful in terms of active student involvement. Expansion of this concept would indicate that the College must also endorse a reward system which encourages involvement and is applicable to participants at all levels of governance.

Implications for Implementation of a Participative Approach to Governance

What can other colleges learn from the Dawson experience? How is a participative approach to be implemented within a college? How much structure should be provided and how much initiative should stem from the participants themselves? An administrator, when faced with these questions, would be wise to recognize that the College described in this study reaped many benefits from spontaneous unstructured activity. At the same time he should also recognize that some guidelines and planning are necessary to maintain an open climate and to enable the college to steer clear of problems related to organizational drift.

Approaches to implementing participatory governance would likely vary from college to college as well as between new colleges and established colleges. A basic question associated with the early stages of implementing participation is whether the initial organizational structure should be outlined by the president or if college members themselves should evolve their own structure. It is unlikely that a participative approach adopted by administrative fiat would be successful as this would negate a fundamental principle of participation at the outset. Chances for successful implementation of participatory governance would likely be enhanced by applying knowledge gained from studies on governance and related areas of human resources organization theory. An administrator in a new college could opt for a tentative organizational structure with the understanding that it would undergo periodic review by college members. An administrator in an established college would be advised to function as a change agent within the college. By working through college groups he could present the weaknesses of the existing system and propose alternative models of governance. Planned change in both cases would also incorporate establishment of necessary support systems and educational programs with a focus on group functioning, communications, and goal setting to provide a foundation for building a system of participatory governance.

Education of administrators. If, as stated by an ex-administrator at Dawson College, "participatory administration is a whole new ball game," what avenues are available to prepare administrators to operate in such an environment? Much work is done through groups and there is a heavy emphasis placed upon one's interpersonal skills. Administrators are called upon to function in a facilitative and coordinative fashion as opposed to a controlling and directing one. Administrators must be able to influence decisions largely on the basis of openness and cooperation with other college members. Also, some evidence indicates that administrators may have a great deal more influence in participative than non-participative forms of organization. There is a danger of creating unintended dependency relationships where college members become reliant on administrators for direction. Can present programs in educational administration contribute to the development of skills required to cope with these situations?

Many writers on organization and education indicate that we are experiencing a movement towards more participative forms of organization. An obvious implication is that adequate training for administrators will include the opportunity to experience first hand, the intricacies of participation and self-direction. In addition to adopting a participative organizational form, programs in educational administration will necessarily include an emphasis on Organization Development skills for administrators.

Faculty and students. Many of the questions posed above also have implications for faculty and students within a participative environment. Does a participative approach permeate a college to the extent where it also becomes a norm for classroom functioning? What are the implications for staff development? Is it possible for colleges to provide programs whereby faculty incorporate participative concepts into the teaching-learning process?

During this research many students commented that their background in other educational institutions was inappropriate in preparing them for the freedom and demands for self-direction encountered at the College. To what extent does the College have a responsibility to provide guidelines for those who become "lost?" What are the implications for the educational system at large in providing more opportunity for students to become self-directing?

III. SUGGESTIONS FOR FURTHER RESEARCH

Much research remains to be done on the concept of participation in college governance. Some of this research could be carried out in colleges which have implemented a high degree of participation, but comparative findings using less participative colleges, would also be useful. The following are suggested as fruitful areas of investigation:

1. More specific research is needed on the immediate and long-term effect of participation in governance on those who participate.

2. A study of communication patterns--how information is transmitted--within a participatory system of governance may aid in establishing better methods of communication.

3. A study which focusses on group communications and conflict resolution in colleges practising participatory governance may be useful to practitioners.

4. A study of personality predispositions of college members and their willingness to partake in a participative approach is needed. A second aspect of such a study could be an investigation of the possibility of attitudinal change through encounter group experiences.

5. A study of leadership styles on campuses engaged in participatory governance is needed.

6. A study examining cognitive and affective development of college members on participative and non-participative campuses would aid in arriving at conclusions about the effectiveness of participatory governance.

7. A study which examines the roles of faculty associations and the applicability of an adversary system of negotiations in participative and non-participative colleges is needed.

8. A study which examines the relationship between the size of the college unit or sub-unit and member participation may provide useful information pertaining to college organization.

9. A follow up study of graduates of Dawson College who are students, or members of the labor force, could add insight into the effects of their college experience on post college activities.

10. A study which examines attitudinal changes of students while at college would aid in a realistic evaluation of the extent to which the college experience can effect attitudinal change.

The study reported here suggested the possibility of interdependence between college and classroom learning environments, and an underlying principle of participation which allows for persons to become involved in relevant decision-making. Dawson College is still faced with many problems associated with a participative approach to governance. College members, however, have opted for a participative style of operation; they recognize the difficulties inherent in this form of organization, and appear to be committed to resolving them.

Interview and survey data indicated that the majority of persons expressed very positive feelings about their association with the College. They favoured the open college climate and perceived this climate to be personally fulfilling as it fostered self-initiative and actualization of members' capabilities.

An organizational climate engendered by a participative approach may also influence the teaching-learning process at the classroom level. If classroom climates reflect organizational climates which exist in the college as a whole, the implication is that improvement of learning may be cultivated by improving the organizational climate of a college itself. Achievement of educational goals may be enhanced in a college setting which stresses utilization of all student, faculty, and administrative resources.

BIBLIOGRAPHY

BIBLIOGRAPHY

A. BOOKS AND ARTICLES

Albrook, Robert C.
1970 "Participative Management: Time for a Second Look." *Harvard Business Review*, May-June.

Argyris, Chris.
1964 *Integrating the Individual and the Organization.* New York: John Wiley and Sons.

________.
1971 *Management and Organizational Development*. New York: McGraw-Hill.

Baldridge, J. Victor.
1971 *Power and Conflict in the University*. New York: John Wiley and Sons.

Beckhard, Richard.
1969 *Organization Development: Strategies and Models.* Reading, Mass.: Addison-Wesley.

Blake, Robert and JanedS. Mouton.
1964 *The Managerial Grid: Key Orientations for Achieving Production Through People*. Houston: Gulf Publishing.

Bender, Louis W., and Richard C. Richardson, Jr.
1972 "Management Concepts and Higher Education Administration." Center for State and Regional Leadership. (Florida State University/University of Florida).

Bennis, Warren.
1966 *Changing Organizations*. New York: McGraw-Hill.

________.
1969 *Organization Development: Its Nature, Origins, and Prospects.* Reading, Mass.: Addison-Wesley.

Chickering, A.W.
1969 *Education and Identity*. San Francisco, Josey-Bass.

Clark, Burton, R.
1960 *The Open Door College: A Case Study*. New York: McGraw-Hill.

________.
1968 "The Alternatives: Paranoia or Decentralization," in *Stress and Campus Response*, G. Kerry Smith, Editor. San Francisco: Josey-Bass.

________.
1970 *The Distinctive College: Antioch, Reed and Swathmore*. Chicago: Aldine.

Combs, Arthur W., and Donald Snygg.
1959 *Individual Behavior: A Perceptual Approach to Behavior*. New York: Harper and Row, Revised Edition.

Combs, Arthur W., Donald L. Avila and William W. Purkey.
1971 *The Helping Relationship Sourcebook*. Boston: Allyn and Bacon.

Corson, John J.
1960 *Governance of Colleges and Universities*. New York: McGraw-Hill.

________.
1971 "New Developments in Governance," in *New Reading and Learning*, G. Kerry Smith, Editor. San Francisco: Josey-Bass.

Day, Thomas Charles.
1971 "Conflict Over Control in Alberta Colleges." Unpublished Doctoral Dissertation, The University of Alberta.

Deegan, William
1970 "Student Government and Student Participation in Junior College Governance: Models for the 1970's," Clearinghouse for Junior College Information. University of California, Los Angeles.

Denhardt, Robert S.
1971 "Alienation and the Challenge of Participation." *Personnel Administrator*. September, pp. 25-32.

Duff, Sir James and R. O. Berdahl.
1966 *University Government in Canada*. Toronto.

Educational Testing Service
1970 *Institutional Functioning Inventory*. Princeton, New Jersey.

Etzioni, Amitai
1964 *Modern Organizations*. Englewood Cliffs: Prentice-Hall.

French, J. R. P., Jr., J. Israel, and D. As.
1960 "An Experiment on Participation in a Norwegian Factory." *Human Relations*, Vol. 13, pp. 13-19.

Foote, Caleb, and Henry Mayer, and Associates.
1968 *The Culture of the University: Governance and Education*. San Francisco: Josey-Bass.

Gallagher, Paul
1972 "Administration Without Hierarchy: The Dawson Approach." Unpublished Address to The Western Canada Educational Administrators' Conference, October.

Good, Carter V.
1972 *Essentials of Educational Research*, 2nd ed., New York: Appleton-Century-Crofts.

Hage, Gerald.
1965 "An Axiomatic Theory of Organizations," *Administrative Science Quarterly*, Vol. 10, No. 3, December.

Hayes, D., and J. March.
1970 Memorandum on the Normative Problem of University Governance. Buffalo: Assembly on University Goals and Governance.

Helmstadter, G. C.
1970 *Research Concepts in Human Behavior*. New York: Appleton Century.

Herzberg, Frederick.
1966 *Work and The Nature of Man*. Cleveland: The World Publishing Company.

Hodgkinson, Harold.
1969 "Who Decides Who Decides," in *Agony and Promise*, G. Kerry Smith, Editor, San Francisco: Josey-Bass.

________.
1971 "College Governance: The Amazing Thing is that it Works at All," Washington, D.C.: ERIC Clearing House on Higher Education.

Jackson, Phillip W.
1968 *Life in Classrooms*. New York: Holt, Rinehart and Winston.

Jeffares, David.
1971 "Student Involvement in Governance of Alberta Colleges." Unpublished Master's Thesis, The University of Alberta.

Katz, Daniel, and Robert L. Kahn.
1966 *The Social Psychology of Organizations*. New York: John Wiley and Sons.

Keeton, Morris.
1971 *Shared Authority on Campus*. Washington, D.C.: American Association for Higher Education.

Kelley, Earl, C.
1962 *In Defence of Youth*. Englewood Cliffs, N.J.: Prentice-Hall.

Knowles, Henry P., and Borje O. Saxberg.
1971 *Personality and Leadership Behavior*. Reading, Mass.: Addison-Wesley.

Lawrence, Paul R., and Jay W. Lorsch.
1967 *Organization and Environment*, Boston: Harvard Business School, Division of Research.

Leavitt, Harold J.
1962 "Unhuman Organizations," *Harvard Business Bureau*, Vol. 40, pp. 90-98.

________.
1965 "Applied Organizational Change in Industry: Structural, Technological and Humanistic Approaches," in *Handbook of Organizations*, James G. March, Editor. Chicago: Rand McNally, pp. 1144-1170.

Likert, Rensis.
1961 *New Patterns of Management*. New York: McGraw-Hill.

________.
1967 *The Human Organization*. New York: McGraw-Hill.

Marshall, George Nairn.
1970 "In the Climate of Freedom: A Case Study of an Open Campus High School," Unpublished Master's Thesis, The University of Alberta.

Martin, Warren Bryan.
1970 "Governance--For What?" Campus '70: *The New Feel of Things*. Washington, D.C.: The Council of Protestant Colleges and Universities and The National Catholic Educational Association.

Maslow, Abraham H.
1954 *Motivation and Personality*. New York: Harper and Row.

________.
1965 *Eupsychian Management*: A Journal. Homewood: Dorsey Press.

________.
1971 *The Farther Reaches of Human Nature*. New York: The Viking Press.

Mathews, M. A.
1967 "Perceptions of Effectiveness of Administration based on Faculty Participation in the Decision Making Process of Junior Colleges." Unpublished Doctoral Dissertation, University of California.

McGrath, Earl J.
1970 *Should Students Share the Power*. Philadelphia, Temple University Press.

McGregor, Douglas.
1960 *The Human Side of Enterprise*. New York: McGraw-Hill.

________.
1967 *The Professional Manager*. New York: McGraw-Hill.

Meyhew, Lewis
1969 "Faculty in College Governance," in *Agony and Promise*, G. Kerry Smith, Editor. San Francisco: Josey-Bass.

Miles, Raymond E.
1965 "Human Relations or Human Resources?" Institute of Industrial Relations, University of California, Berkeley.

Morse, John F., and Jay W. Lorsch.
1970 "Beyond Theory Y," *Harvard Business Review*, May-June.

Mouzelis, Nicos P.
1967 *Organization and Bureaucracy*. Chicago: Aldine

Nash, Paul.
1973 "Authority Relationships in Higher Education," *Journal of Higher Education*, April, pp. 255-271.

O'Banion, Terry
1972 *Student Development Programs in the Community Junior College*. Englewood Cliffs: Prentice-Hall.

Owens, Robert G.
1970 *Organizational Behavior in Schools*. Englewood Cliffs: Prentice-Hall.

Peterson, R. R.
1970 "The Regional University and Comprehensive College: Some Ideas." Berkeley: Educational Testing Service.

Rice, George H., and Dean W. Bishoprick.
1971 *Conceptual Models of Organization*. New York: Appleton-Century-Crofts.

Richardson, Richard C., Jr.
1970 "Needed: New Directions in Administration," *Junior College Journal*, March, pp. 16-22.

Richardson, Richard C. Jr., Clyde E. Blocker and Louis W. Bender.
1972 *Governance for the Two-Year College*. Englewood Cliffs, J.J.: Prentice-Hall.

Richardson, Richard C. Jr.
1973 "Governance and Change in the Community Junior College," *Journal of Higher Education*, April, pp. 299-308.

Reich, Charles A.
1970 *The Greening of America*. New York: Bantam Books.

Riess, Louis Charles.
1971 "Institutional Attitudes Relating to Faculty Participation in California Community College Governance." Unpublished Doctoral Dissertation, University of California, Los Angeles.

Robinson, Nora H. and Janet D. Shoenfeld
1970 "Student Participation in Academic Governance." Washington, D.C.: ERIC Clearing House on Higher Education.

Rogers, Carl
1961 *On Becoming a Person*. Boston: Houghton Mifflin.

Roszak, Theodore
1968 *The Making of a Counter Culture*. New York: Doubleday and Co.

Selltiz, Clair, Maria Johoda, Morton Deutsch, and Stuart W. Cook.
1965 *Research Methods in Social Relations*. New York: Holt, Rinehart and Winston.

Sergiovanni, Thomas, and Robert J. Starratt
1971 *Emerging Patterns of Supervision: Human Perspectives*. New York: McGraw-Hill.

Sergiovanni, Thomas, and Fred D. Carver.
1973 *The New School Executive: A Theory of Administration*, New York: Dodd, Mead and Co.

Shull, Fremont A., Jr., Andre L. Delbecq, and L. L. Cummings.
1970 *Organizational Decision Making*. New York: McGraw-Hill.

Shulman, Carol.
1970 "Compendium Series of Current Research Programs and Proposals Number 1: Governance," Washington, D.C.: ERIC Clearing House on Higher Education.

Sorcher, Melvin.
1971 "Motivation, Participation, and Myth," *Personnel Administrator*, September-October, pp. 16-21.

Strauss, George.
1963 "Some Notes on Power Equalization," in *The Social Science of Organizations: Four Perspectives*. Englewood Cliffs, J.J.: Prentice-Hall.

Stroup, Herbert H.
1966 *Bureaucracy in Higher Education*. New York: Free Press

Tannenbaum, A.S.
1966 *Social Psychology of the Work Organization*: Belmont, California: Wadsworth Publishing Co.

Thompson, James D.
1967 *Organizations in Action*. New York: McGraw-Hill.

Thompson, James D., and Donald R. Van Houten.
1970 *The Behavioral Sciences: An Interpretation*. Reading Mass.: Addison-Wesley.

Thornton, James W., Jr.
1971 *The Community Junior College*. New York: John Wiley and Sons.

Vroom, V. H.
1960 Some Personality Determinants of the Effects of Participation. Englewood Cliffs, N.J.: Prentice-Hall.

Wise, W. Max
1970 "New Configurations in Governance," in The Troubled Campus, G. Kerry Smith, Editor, San Francisco: Josey-Bass.

B. DOCUMENTS

"Academic Council Task Force Report: Faculty Employment Policies and Practices," dated, June 22nd, 1971.

"Annual Reports: Dawson College," October, 1970 through October 1972.

"CEGEP Report," Sheilah Thompson, Douglas College, Vancouver, October, 1972.

"College Council's Position on Faculty Engagement and Re-engagement," report dated, Fall, 1972.

Commission on Structures, Briefs No. 1-37, Fall, 1969.

Governmental Amendments Committee Report, dated Spring, 1972.

Minutes: Academic Council, March 31st, 1971 through May 25th, 1972

Board of Governors, September 6th, 1968, through January 22nd, 1973.

College Council, March 27th, 1971, through February 2nd, 1973.

Resources Council, March 29th, 1971, through April 26th, 1972.

"Operation Beaver, Preliminary Report," dated October, 1971.

"Resources Council Report on Audio-Visual and Library Services at Dawson College," dated May 31st, 1971.

"The Search For Community at Dawson," Don Horne, unpublished paper, dated April, 1972.

"Working Paper on Managerial Roles, Responsibilities and Prerogatives at Dawson;"proposal for Managerial Workshops, dated, November 7th, 1972.

C. NEWSPAPERS

INTERNAL

Daily Bulletin (the College's daily information sheet). Issues, March 1970 through February 1973.

The Dawson Mind, or The Dawson Planet (the name changed in 1971). Issues, Fall 1969 through February 1973.

The Dawson Week (a weekly information sheet published during the summer and fall of 1969). Issues 1 through 12.

Emanon, a "Mosaic" Newspaper published periodically, 1970 through 1973.

The Orange Sheet, a "Reflections" newsheet published periodically during 1970-71.

EXTERNAL

The Gazette, April 19th, 1969.

___________, July 3rd, 1970.

The Montreal Star, December 7th, 1968.

___________, May 9th, 1969.

The Westmount Examiner, October 11th, 1969.

APPENDIX A

THE DAWSON APPROACH

THE DAWSON APPROACH

A) A STARTING POINT

The College exists for the students and the value of any program or activity must be measured in these terms. It is taken for granted that each member of the teaching staff will accept this focus of the College to the extent that his commitment is not measured in number of hours given to the work of the College. Each member should have a definable "work load" or set of responsibilities; beyond this, he should be expected to be available to students according to a schedule that is determined by student needs and common sense. The time commitment of each member of the community should not be measured by anyone but himself.

The College should value its humanity over its efficiency. On many occasions many people will take action or decision without reference to an authority or to an established system or procedure. Courses and syllabi should on some occasions be delineated sharply only upon completion. Schedules and timetables should be guides rather than impositions. Matters of critical significance to the life and purposes of the College should take precedence over clerical details.

On the other hand, the College is partly a business and should be operated as such. Systems and procedures are important. Financial consideration and economy of operation should be valued objectives and the educational dimensions of the work of the College should have to be justified in pragmatic, business terms as well.

The prerogatives and responsibilities of staff members should evolve with time and changing circumstances. Job descriptions should be no more important than a mutual trust and sense of shared responsibility by all. Persons who function best when each person has a clear and explicit statement of the powers and prerogatives of each of his colleagues should probably be very unhappy at the College.

II THE DAWSON APPROACH

ITEM "A"

The structure of the College should not be envisioned in terms of hierarchy with the Board at the apex, the students at the base, and the teachers one step on the ladder above the students. In a real sense, the College should see itself as a community with parallel distribution of special talents and expertise on the part of its various components. Administrators should see themselves as primarily responsible for seeing to the provision of conditions in which students and teachers can best function; students and teachers on the other hand should appreciate that administrators and clerical staff members are also full members of the Dawson community with their own special expertise.

The College should be innovative, not for the sake of innovation but because without continuing innovation the College cannot best serve its students. Imagination in instructional procedures, administrative patterns, and course structure and content should be a distinctive feature of the College. Provided that objectives are defined and evaluation is planned, any innovations should be considered possible. The members of the College should not --within the limits of reasonable financial resources--be in a position to charge that external conditions have restricted their range of options.

It should be basic to the stance of the College that students as well as teachers bring something special to the College and that student participation in the community's life should be continuous, all-inclusive, and when appropriate, predominant. In those matters which influence the life of the student at the College, the students themselves should play a central role. Tokenism for anyone, including the students, should be totally objectionable.

Each staff member has a special "expert" contribution to make. However, a number of individual experts practising their expertise in the best conditions fall short of developing into a community. All members of the Dawson Community should expect to be concerned about and actively involved in areas beyond their own special expert competence. Each person should be prepared to make a contribution beyond as well as within his own field.

It is highly improbable that all actions of members of the Dawson community will be perfectly consistent with this "Dawson approach." Hopefully, when inconsistencies arise, they will not be initially regarded as flagrant abuses but rather as unconscious slips. With good will, dialogue, and time, the "Dawson approach" should become a reality.

APPENDIX B

INTERVIEW GUIDE

INTERVIEW GUIDE

Dawson College seems to operate according to a philosophy which provides college members with the opportunity to participate in decisions which affect them:

Interview Technique

FOCUSSED

Could you describe some ways in which this has been put into operation? How have you been involved?

Where has this been most successful?

What factors have contributed to its success?

Where has it been least successful?

What factors might have prevented it from being more successful?

DEPTH

How does the concept of participation affect what you might consider to be your primary function within the College?

How would you describe your college in terms of:

- the general atmosphere
- sense of being able to influence decisions which affect you
- how "organized" it seems to be
- being a good place to work or study
- any other significant characteristics or features

APPENDIX C

ITEMS USED FROM THE DAWSON COLLEGE SURVEY ON GOVERNANCE

ITEMS USED FROM THE DAWSON COLLEGE SURVEY ON GOVERNANCE

SA - Strongly Agree

A - Agree

N/O - No Opinion

D - Disagree

SD - Strongly Disagree

SECTION A

1. The College Council or some other college-wide legislative body is a necessity within the College. SA A N/O D SD

2. The College Council interferes with departmental operation. SA A N/O D SD

3. Students have too much say in faculty evaluation. SA A N/O D SD

4. Student participation in decisions which affect them is of high educational value. SA A N/O D SD

5. Most college-wide decisions are made by a very few people. SA A N/O D SD

6. Anyone at Dawson has the opportunity to become involved in decisions which affect him. SA A N/O D SD

7. Student parity in departments is a myth. SA A N/O D SD

8. Faculty and administration have a responsibility to encourage and facilitate student involvement. SA A N/O D SD

9. Faculty attempt to implement a participative approach through their teaching style. SA A N/O D SD

10. Many people do not know what the "Dawson Approach" is, but it has a strong influence on the way this College operates. SA A N/O D SD

11. Dawson is an experiment with freedom. We are willing to make mistakes and learn by them. SA A N/O D SD

12. I feel a sense of responsibility for this College. SA A N/O D SD

13. I think I am a better person as a result of my experience at Dawson. SA A N/O D SD

SECTION B

Your participation in departmental and college-wide activities.

Check beside each activity in which you regularly participate. Check as many as are applicable; more than one may be checked under each item.

A. Departmental Activities

Informal person to person contact which might influence departmental policy and decisions ( ) 1

Departmental Meetings ( ) 2

Departmental Committees ( ) 3

B College Activities

Informal person to person contact which might influence college policy and decisions ( ) 1

College Meetings ( ) 2

College Committees ( ) 3

APPENDIX D

ITEMS USED FROM THE "PROJECT DAWSON" QUESTIONNAIRE

ITEMS USED FROM THE "PROJECT DAWSON" QUESTIONNAIRE

1. Did you have elections for a class representative? Was it by acclamation?
2. How is parity manifested in your department?
3. Do you feel that as a student you have an active say in decisions that affect you at Dawson?
4. The College should be run primarily by: (a) students; (b) faculty and administrators; (c) students, faculty and administrators. The College is run by: (a) students; (b) faculty and administrators; (c) students, faculty and administrators.
5. What do you understand of the "Dawson Approach."

APPENDIX E

PATTERN FOR DAWSON COLLEGE GOVERNMENT
FALL, 1970

PATTERN FOR DAWSON COLLEGE GOVERNMENT

RATIONALE

Dawson College has been founded on the premise that the College can function on the basis of participatory and representative democracy, even with its diversity of people, resources and services. In many ways, the unique education offered by the College is dependent upon a spirit of participation which transcends barriers of age, background or role; and involves students, faculty, and staff in the making of decisions at all levels.

Thus, the College created only those procedures minimally necessary to begin classes in September, 1969, and invited every member of the College Community to submit, analyse and evaluate possible forms of college government. Several dozen "briefs" on college-wide mechanisms were received and summarized by a Commission on Structures, and discussion on the various possibilities continued throughout the 1969-70 academic year.

At intervals the College reminded itself that certain necessary college-wide decisions had to be made, and were being made by administrative personnel, after consultation with as wide a range of community members as possible. This interim method was not fully satisfactory since it did not conform to the spirit or needs of the College. It could not be replaced by a more democratic mechanism until the various elements of the College Community could agree on one.

During this period patterns of effective decision-making at the individual and departmental levels appeared. Most of these patterns involved student participation in academic policy, elected officials responsible to the department members, open discussion, and other elements of participatory democracy. These patterns should be retained as fully as possible, and should be kept flexible, so they may develop by adapting to real needs.

The students, the faculty and the administrative/support staff each found it very useful to associate and hold meetings to promote common interests. The right of each such group to continue an identity through formal association and activities should be recognized by all elements of the College.

The three above groups cooperated to create the Negotiating Committee for structures, which met during the spring, and presented a Revised White Paper to the entire community on May 13th, 1970. Since that time the governmental framework for the College has been given a broader perspective by discussions with the Board of Governors, and between various elements of the community. The present pattern thus represents a composite of serious efforts by delegates of the student body, faculty and administrative/support personnel, as well as members of the Board of Governors, to achieve a workable governmental framework for 1970-71.

"Membership" in what must be considered the overall Dawson Community is not limited to the readily-identified "internal" groups of students, teachers and staff who enter our doors each day. It includes also those individuals and groups of the "external" world who participate in, criticize and support our activities and programmes, as well as the entire body of citizens of Quebec who maintain the College as a tuition-free institution. All of these people are involved in the larger Dawson Community and bear some responsibility for its development.

The College is at once a school, a business, a forum, a focus for social activities; most of all, it is a collection of individuals pursuing particular goals of learning and self-realization. The humanity of the College is more important that the efficiency. The way of participatory democracy, as slow and tedious as it often appears, must be chosen in preference to the "easy" or convenient way to solve problems. All elements of the College government should attempt to guide, not to impose. Creativity must often take precedence over clerical details, and the freedom of the individual must be recognized as well as collective needs of the community. The best form of College government will thus be simple, flexible, easy to modify if necessary and mission oriented. The present pattern attempts to meet the needs of each element in the community, as expressed in numerous discussions during the past year. At this stage in the development of the College, a governmental system sanctioned by the College community is absolutely essential.

Everyone of the following principles bears relevance to the operation of legislative bodies and committees at all levels of college operation, including the departmental level. The implementation of these principles must be left to the individual, and to the legislative body itself, since the entire concept of participatory democracy rests on effective communications, widespread acceptance, good faith and tolerance for individual differences. It is inherent in this kind of system that some persons will fear concentration of power and will wish to legislate specifically against it; others will wish to legislate the extent of participation, fearing that people will fail to accept their responsibilities. The Community must itself work, by example, to limit excessive personal power and encourage wide participation.

PRINCIPLES

1. The legislation under which the College operates (Bill 21) leaves great discretion to the College Community in determining its own pattern of government. The law defines the roles and membership of the Board of Governors, specifies to some extent the roles of the Academic Council, the Director-General and an Academic Dean, but is generally permissive rather than mandatory, with respect to most elements of the College structure. The College, as represented by the Board of Governors, should take advantage of these discretionary powers to develop a government comensurate with the distinctive character and philosophy of Dawson College, as is intended by the Law.

2. A clear distinction should be made, where possible, between administrative (or "executive") responsibility and the legislative (or policy-making) process. An administrator, whether the Director-General or a sub-committee chairman should be in a position to bring a voice of expertise to the legislative process, to facilitate lines of communication, and to assist and encourage cooperation between individuals and between groups. He should "advise" and implement decisions but he should not be in a position to veto or fill voids of legislative responsibility.

3. Each decision should be made as close to the point of implementation as possible. Thus, problems affecting individuals should be solved by the same individuals. A matter of departmental or group concern should be settled within that body. Inter-group conflicts should be resolved by negotiation between the groups concerned. A Council, or Committee of a Council, should discuss only matters of college-wide concern, or matters which cannot be resolved satisfactorily at the individual or departmental level and should convene only when a demonstrated need exists.

4. Voting powers in a college-wide legislative body, such as a Council, or Committee of a Council, should assure representation of those parties generally affected by actions of that body, weighted to

provide voting preponderance to those groups most directly affected.

5. The right to speak to an issue before a college-wide legislative body should be granted by the Chairman, whenever possible, to everyone who may be directly affected by the legislation being discussed, and who requests to be heard, whether or not that person is a regular member of the body.

6. Meetings of college-wide legislative bodies shall be open except when discussing an issue voted to be confidential. An open meeting must be announced and publicized to the entire internal community, sufficiently in advance to allow all interested persons to attend; it should have a public agenda, provision for observers from all segments of the Community and have minutes of all meetings posted in a designated, public location.

7. A member of the community should, as a general rule, serve on only one college-wide legislative body at a time. This service should also be for a relatively short time to assure the widest possible participation in the legislative process. The College must acknowledge that such participation is an integral part of an individual's role in the College and should recognize the need for partial remission from other college responsibilities where possible.

8. College-wide legislative bodies should conduct meetings according to Canadian Parliamentary procedure, to assure pertinence and freedom of discussion, as well as clarity of resultant legislation.

9. A review mechanism must exist to treat the rare cases of misconduct and lack of cooperation with legislation on the part of individuals or groups. The College must carefully avoid establishing too many rules. It must equally avoid a vacuum in which the minimum acceptable standards for individual and group behaviour are not generally known. A reasoned appeal must always be possible from decisions which an individual feels have violated his personal rights, or run against fundamental principles of the College. The protection of the reputation of the individual must be assured in all instances.

10. A well developed system of effective communication at all levels, and between all bodies in the College, is essential to good internal government. A College should place very high priority on the development

of a communications network consistent with open, participatory and representative government.

MECHANISMS

A. Each member of the internal College Community shall be identified with that group; student body or faculty or administrative and support staff, in which he plays his primary role within the College. He may, insofar as his interests and abilities dictate, participate in College government through his group association, through a particular department or through various inter-departmental groupings. He may participate actively by contributing to meetings, standing for office and proposing legislation; or he may play a more passive role with respect to College government. The important factor is equality of opportunity to participate in the decision-making process at all levels. This concept, applied to academic departments is called student parity.

B. The College shall establish, upon ratification of this draft, three Councils to formulate college-wide policy; an Academic Council, a Resources Council and a College Council. The following features shall be effective for all three Councils, and for any additional such Councils to be created in the future:

B1. Formulas for election of students to Councils shall be determined by the study body; for election of faculty to Councils, by the Faculty Association; for election of administrative and support personnel (ASP), by the ASP Association.

B2. Each Council and its committees shall operate by the principles elaborated in this pattern.

B3. Each Council shall be expected to meet in session at least six times yearly, and should conduct its deliberative business through Council Committees in such a way that the Council itself meets only to receive, review, and either adopt or refer back to committee reports and recommendations, or to enact emergency legislation. Each Council shall include on any committee at least one member of the Council and additional representatives of the College community.

B4. All Council members shall have identical status with respect to determination of a quorum, voting and election rights, and membership on Council Committees.

B5. Term of Council office shall be: one year renewable not more than once, for students; two years renewable consecutively not more than once, for faculty and ASP; with the initial terms at the creation of the Councils to be partly for one year and partly for two years for faculty and ASP to assure some continuity.

B6. Each Council shall elect its chairman from among its members.

B7. Each Council, working primarily through its committees, shall have as its primary function to establish, subject to requirements of the CEGEP system and ratification by the Board of Governors if required, college-wide policy in designated areas under its jurisdiction and to propose to the other Councils policies which affect all aspects of college life.

B8. The Secretary-General of the College shall be a non-voting secretary to each Council and will have primary responsibility for dissemination of information about college meetings and legislation.

C. In addition to the above specifications:

C1. The Academic Council shall have twenty (20) members: nine (9) elected students, nine (9) elected members of the faculty, two (2) elected members of the ASP. The Academic Council shall be concerned with college-wide policy in all academic matters including, but in no sense restricted to: student admission and standing, curriculum development and programme approval, course evaluation, college wide implications of student evaluation, faculty engagement, liaison on academic matters with the external community. It shall advise the Board of Governors on all matters of academic administration. Academic budget estimates and all college-wide policies regarding academic budgets, services, and utilization of academic facilities, shall require approval of the Council before implementation.

C2. The Resources Council shall have twelve (12) members: five (5) elected students, two (2) elected faculty members, and five (5) elected members of the ASP. The Council shall be concerned with college-wide policy in non-academic areas including, but in no sense restricted to: utilization of space, services and resources of the College; and excluding matters falling under the jurisdiction of student government. Faculty Association or ASP Association. To review, with the Academic Council, and refer back to the departmental level if necessary, the annual budgetary estimates prior to their consideration by the Board of Governors.

C3. The College Council shall be formed by joint session of all members of the Academic and Resources Councils, for a total of thirty-two (32) members. The College Council shall be concerned with questions which do not clearly fit the mandate of either regular council, with creation of college-wide standing committees on critical issues, and with necessary ombudsman and mediation functions between groups and individuals in the College. It may refer certain questions to one of the other Councils, or create its own apparatus to deal with them. It is to meet once annually at the beginning of the academic year and, after that, only if an emergency situation warrants.

D. On the agenda of the first meeting of the College Council during each academic year shall be:

D1. The creation of a standing Election Supervision Committee, composed of one student, one faculty and one ASP (none of whom need necessarily be members of the College Council) charged with the responsibility of over seeing elections to all college-wide bodies, and of receiving and examining all written complaints about election procedures at any level.

D2. The creation of a Governmental Amendment Committee, composed of equal representation from students, faculty and ASP (none of whom need necessarily be members of the College Council) to accept, summarize, disseminate and make recommendations on proposals for amendment to the internal governmental pattern of the College. This Committee shall report to the College Council every March and the Board of Governors shall be kept informed of its recommendations.

D3. The creation of committees, each composed of equal representation from students, faculty and administrative support persons, responsible for dealing with:

a) Actions by any member of the community which directly interfere with the educational process for other members of the community, or which display a lack of academic integrity;

b) Actions which endanger the health or safety or integrity of members of the community, or which threaten substantial property loss;

c) Gross neglect of college duty or responsibility.

Each committee should receive any written complaints with regard to items (a), (b) and (c) above, and shall initially arrange a conciliation meeting between the parties involved. Should the conciliation meeting offer no acceptable solution, the committee shall examine the issue, respecting all elements of due process. The committee shall either: a) dismiss the case, or b) reprimand or censure, or c) in severe cases, when unwillingness to fulfill the responsibilities of membership in the college community has been clearly displayed, to recommend to the College Council suspension or dismissal from affiliation with the College. The penalty, but not the findings of any such committee may be appealed to the College Council. Both the findings and thepenalty may be appealed by the defendant to the Board of Governors. No decision of suspension or dismissal shall be binding unless ratified by the Board of Governors.

E. The Director-General shall be generally responsible for the administration of college work, should participate actively in those legislative processes with college-wide implications, but should not be responsible for setting policy and should not have voting powers in the legislative process except as a member of the Board of Governors.

F. The Board of Governors should continue to meet regularly in open session approximately ten times per year, and to conduct its business in basically the same fashion as it did during the 1969-70 academic year. The Board must recognize a primary responsibility to provide, under the best possible circumstances, a quality CEGEP education consistent with the aims and general character of the CEGEP system in the province of Quebec. Secondarily, the members of the Board, as all members of the

Dawson Community, have an obligation to develop Dawson as a true Community College, and source of a continuing education process to the broad community.

APPENDIX F

NOTES: COLLEGE PRESIDENT'S MESSAGE

COLLEGE PRESIDENT'S MESSAGE

November 29th 1971

THE NATURE OF THE DAWSON APPROACH

distinctive for emphasis upon:

a commitment to learning in which we are all learners.

- learning as skill and academic development
- learning as personal and social growth
- the priority for all students to learn
- the priority for all faculty members to advance learning
- the priority for the rest of us to facilitate learning
- we are all learners and all teachers - in mutual respect.

a commitment of time and energy beyond the normal, because learning cannot otherwise be achieved

a commitment to group needs as well as individual freedom

- mutually supportive rather than self-interested

a commitment to our own style of operation

- rejection of a hierarchical structure
- support for some form of linear structure

a commitment to change our style of operation as conditions warrant

- to learn from our experience
- to trust ourselves while learning

a commitment to useful innovation

THE PROCESS

- the academic life of the college was to depend upon the activity and initiative and creativity of the departments which would exercise academic responsibility on behalf of the college in a shared, collegial way.
- on the basis of shared interest and concerns, individuals would find their own identity on a voluntary basis
- each group would find its own way of organizing itself to meet its own needs
- initially, no formalized college-wide governmental structure was to be imposed - the structure of government or "how to get things done" was real, but informal and exceedingly difficult to identify; then to a formal identifiable structure and an informal organizational reality
- but at the same time
- no systematic preparation of ourselves for a way of operating with which none of us had any real experience
- no formal or informal pattern to evaluate our activities - in fact, attitudes to evaluation tended to be defensive
- each group was intentionally left to its own resources, accountable only to itself
- accountability and responsibility other than to one's self or one's group would depend on "good will"
- no successful method was designed to keep everybody informed about what was happening
- no serious response to the fact that we had a responsibility for our activity to the larger community which brought us into being and has kept us in existence

- no major preoccupation with the fact that all our operations were not totally within our own control - the impact of the schools, the universities, the world of the employer, the Department of Education, the other colleges, the public.

- in general, an almost incredible optimism that somehow and in some way we would by our experience learn how to manage ourselves and control all the factors that would go into realizing our goals - and, while obtaining this experience, good will and the sense of shared goals would overcome all obstacles.

THE CURRENT REALITY

we have achieved much

- many of us have learned a great deal - in an academic and technological sense as well as in a personal and social growth sense
- many individuals and departments have grasped their responsibilities and are well on the way to achieving our goals in a very deep and abiding way
- important principles of operation have been enshrined and cannot and should not be reversed - the principle of parity for students in decision making processes
    - the principle of government by representation and direct participation
    - the principle of equality of college membership of faculty, students, A.S.P.'s
    - the principle of government from the lowest level rather than the highest

but at the same time

- some of us do not accept the basic commitments or give no tangible evidence of these commitments
    - for some students, this college is merely a convenience - they would be no worse off elsewhere and the rest of you would be better off if they were not here
    - for some non-students, this college is a source of income - and nothing more - all would be better off if they were not here
- we do not have, and cannot reasonably expect to have, all the resources we want to do what we want to do

- we are not all equally competent, equally energetic, equally experienced - even when we hold to the same goals
- we have not been able to provide security and identity for many - many students are lost at Dawson
- we have - quite opposed to our goals - developed what many perceive as a legislative hierarchy of committees, departmental bodies, Council, Board and have developed - equally opposed to our goals - a less visible and more subtle administrative hierarchy of co-ordinators, chiefs, directors and directors-general, at least as many perceive the current reality

THE CURRENT CRISIS

- some departments have become discouraged - lost confidence in their ability to make their own decisions - they are looking over their shoulders
- persons in administrative posts - supposedly facilitators - faced with external pressures/requirements, faced with internal sensitivities, recognizing accountability to everybody, have become increasingly reluctant to act for fear of reprimand or for reasons of not wishing to establish legislative policy or precedent
- college-wide bodies are perceived by many as centralist and obstructionist rather than sources of unity
- the principle of parity has emerged in practice as of such importance as to submerge other equally important principles
- to some extent, appearance of resentment of competence and ability rather than a desire to learn from and capitalize on it

- in general

- the legislative and administrative processes have become so visible that the real learning goals have become obscured
  - action has become subservient to process

- high energy and infinite cool have become prerequisites for life at Dawson
  - energy is mischanneled
  - cool is replaced by frustration
  - tempers are short
  - the walls are moving in
  - we are talking at each other, but not listening to each other

- participation is being replaced by withdrawal - physical
  - psychological
- trust is being replaced by suspicion - help by humiliation
- dialogue is being replaced by continuing conflict

- we are demonstrating by our activity that our goals cannot be achieved - even though it is our methods rather than goals which are wrong

- we are playing right into the hands of those who claim that what Dawson stands for cannot be achieved

- we are being counter productive, at the expense of our long-range goals and the immediate needs of the vast majority of Dawson people

A PROGRAM

- we have to stop and reassess - now

- we should see ourselves now as part of a continuum
  - Phase I - an initial test period of informal operation
  - Phase II - a first formal operational period which should now end

PHASE III

- objectives:
  - balanced operation
  - a balance of necessary action and equally necessary participation
  - security and serenity
  - excitement associated with learning

- principles:
  - reaffirm the departments, not the college-wide organisms, as the focal points of the college's life.
  - universal participation in college life, in one or another of its forms, not abnormally high involvement of the few
  - a more flexible application of the principle of parity
  - confirmation of representative decision-making

RECOMMENDATIONS

1. That there be general endorsement and support for the Academic Council's resolution for restudy of college governmental structures with a target of implementation for September 1972.

2. That the application of this resolution depend, as little as possible, on official and general meetings and, as much as possible, on more informal consultation.

3. That the College Councils set as their priority immediate objective the adoption of measurers calculated to bring cohesion to the college.

4. That the College Councils and administrative staff members take measurers to have themselves perceived as sources of perspective and recommendation and facilitating rather than as instruments of control or decision or appeal.

5. That all bodies within the college keep the number of business meetings to a minimum and the number of meetings calculated to improve interpersonal relationships to a maximum.

6. That all business meetings be rigidly scheduled for a reasonable duration in advance, and set for times of least inconvenience to their members.

7. That the right to speak at business meetings be exercised only by the duly constituted membership and, exceptionally, by resource persons specifically requested.

8. That open information-exchange meetings be held regularly for the purposes of keeping interested persons aware of developments and pending developments in all aspects of the life of the college, but particularly those involving the senior administrative staff members.

9. That the Student Service departments, especially the Counselling Department members, articulate an action programme immediately which recognizes the problem of intragroup interaction as a priority throughout the college.

10. That each department prepare and deposit a graphic description of its methods of operation to facilitate interdepartmental communication.

11. That each unit within the college use the month of January for study sessions related to their priorities and their operations.

12. That each such unit use the latter part of May and early June to evaluate and report on the degree to which their priorities have been achieved and their operations have been successful.

13. That a contractual arrangement - applicable to all students, faculty members, and A.S.P.'s - be designed and adopted for admission to the college as of September 1972 and that this arrangement be specifically related to the goals or philosophy of the college.

14. That, where policies or precedents have not been established but urgent action is necessary that I - or some person or body acting on my behalf - assume responsibility and accountability for action, in keeping with the principles of parity, departmentalization, and representation.

15. That we reaffirm our need for development at a departmental, in priority to the college wide, level based on an informal structure rooted in mutual trust, in a commitment to learning, which recognizes our government as a means rather than the end.

P Gallagher

Paul Gallagher
Director General.
LH